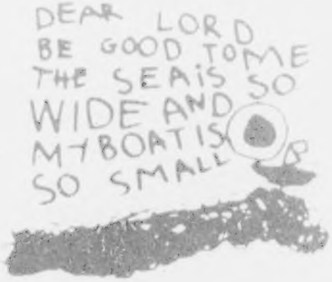
State Child Care Fact Book

1986

Prepared by Helen Blank and Amy Wilkins



CHILDREN'S DEFENSE FUND
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ISBN: 938008-55-2

ACKNOWLEDGMENTS

Once again, we thank the many state child care officials and advocates who continue to provide us with detailed information about their state's child care programs and review drafts for accuracy; Pam Cary who for the fourth year tirelessly prepared the manuscript, with assistance from Candace Phipps; Bill Kell and Jeanette Zorn, who gathered the data; and Jim Weill, who always provided thoughtful support and advice throughout the project.

We also thank the Muskiwinni Foundation for support in this project, and the Charles Revson Foundation, which provides funds for all CDF publications.

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CONTENTS

Introduction 1

Summary of Findings 3
Title XX Services 3
State Programs for Special Groups of Families -- General Findings 4
Pre-School Developments 5
School-Age Programs 6
Programs for Teen Mothers 7
Other Special Programs 7
Overall Resources Are Terribly Inadequate 8

1. Trends in Child Care Using the Title XX Social Services Block Grant 11
Table 1. Children Served with Title XX Dollars, FY 1986 Compared to FY 1985 13
Table 2. Children Served with Title XX Dollars, FY 1986 Compared to FY 1981 14
Table 3. States Whose Title XX/SSBC Child Care Spending Has Failed To Keep Pace with Inflation Since FY 1981 15

2. Trends in Child Care: Needs and Resources 17
Child Care Helps Parents Work and Children Develop 19
States' Progress Is Uneven 20
New School-Age Initiatives Fall Short of Meeting the Real Need 22
California Creates Two Distinct School-Age Programs for Low-Income Children 25
Many Recent Pre-School Initiatives Are Out of Step with the Needs of Working Parents 28
States Are Still Making Painful Choices Because of Inadequate Funds 29
States Continue To Meet Only a Tiny Portion of the Need for Child Care 31
Federal Support for Child Care Has Shrunk While the Need for Assistance Has Grown 32
Additional Resources 37

3. Elements of a State Child Care Agenda 39
Funding Streams To Help Make Child Care Affordable 40
Low-Income Working Parents and Parents in Training 42
Working Families that Receive AFDC 45
Child Care for Children of Adolescent Mothers 47
Child Care for Children of College Students 49
Child Care for School-Age Children 50
Pre-School Education 54

Temporary Disability Insurance Providing Partial Wage Replacement During Pregnancy and After Childbirth 64
Improving the Quality of Child Care and Expanding Supply 66
Child Care Resource and Referral 70

4. 1986 State Child Care Developments 73

Appendices

Total Expenditures on Child Care Title XX/Social Services Block Grant 1981-1986, Not Adjusted for Inflation 89
1981 Child Care Funding Adjusted To Account for Inflation, FY 1981-FY 1986 94
Children Served or Slots Provided by Title XX Social Services Block Grant Funds 96
Income Eligibility Guidelines for Child Care Assistance 102
State Title XX/Social Services Block Grant Center-Based Provider Reimbursement Rates 110
State Title XX Social Services Block Grant Family Child Care Provider Reimbursement Rates 118
State-by-State Totals of Licensed Child Care Programs -- August 1986 126
State Child Care Contacts 128

INTRODUCTION

The *State Child Care Fact Book* presents the findings of CDF's fourth annual survey on child care funding and priorities in the states. It is organized in five sections that provide an overview of states' child care activities, information about specific policies, and contacts in each state who can provide more detailed information.

In particular:

- Section 1, "Trends in Child Care Using the Title XX Social Services Block Grant," presents CDF's recent findings concerning child care funded through the Title XX Social Services Block Grant.
- Section 2, "Trends in Child Care: Needs and Resources," analyzes the need for child care and evaluates recent state child care efforts.
- Section 3, "Elements of a State Child Care Agenda," identifies core elements of a strong state child care agenda and reviews how different states have addressed these elements.
- Section 4, "1986 State Child Care Developments," summarizes program-by-program and state-by-state child care developments in 1986.
- Section 5, "Appendices," includes a set of appendices that provide more detailed data about states' child care policies as well as contacts in each state.

SUMMARY OF FINDINGS

There are more poor families in America than a few years ago, and in many more poor and moderate-income families both parents work or the only parent works. Child care is key to helping these families achieve and maintain self-sufficiency, and to enable their children to obtain a foundation for future learning.

Low-income families need help to find and pay for decent child care. Despite this growing need, resources to help low- and moderate-income families meet the high cost of child care remain terribly inadequate. The federal government and a majority of states devote less resources to helping low-income families pay for child care than they did in 1981.

TITLE XX SERVICES

In 1981 the President and Congress passed a 20 percent reduction in federal funding for 1982 in the Title XX Social Services Block Grant(SSBG), the largest direct source of federal support for child care.* Since 1982 Congress has approved some

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*While the Title XX/SSBG is the major source of federal funds available to states...to help them provide child care subsidies to low-income families, it also funds a variety of other critical social services, such as emergency services, short-term foster care, and day care for the elderly. States decide how much of the federal block grant (and how much of their own funds) will be used for each of the services. Forty-six states and the District of Columbia combine federal funds and their own revenues to provide child care assistance. Alaska, California, Montana, and Oregon use no federal funds for their child care assistance programs. This report will use "Title XX" to describe the funding stream, including state and federal dollars, which is used to provide the bulk of direct child care subsidy funds to low-income families.

small increases in Title XX funds. But these increases have not merely been too small to restore the program to its 1981 levels, they also have failed to keep pace with inflation since 1981. The growing gap at the federal level has not been filled by most states:

- States' overall Title XX Social Services Block Grant expenditures for child care in FY 1986 (when inflation is factored in) is approximately 12 percent less than in 1981.*

- In FY 1986, 23 states were providing fewer children with child care assistance through the Title XX Social Services Block Grant than they did in 1981. Only 15 states were serving more children.

- Between FY 1985 and FY 1986, 11 states again reduced the number of children served by their Title XX-funded child care programs -- almost twice the number of states that reduced children served between FY 1984 and FY 1985.

- When inflation is factored in, 29 states were spending less money for child care services funded through the Title XX Social Services Block Grant in 1986 than in 1981.

STATE PROGRAMS FOR SPECIAL GROUPS OF FAMILIES -- GENERAL FINDINGS

Title XX remains the major source of child care financial assistance in most states. However, a number of states are attempting to meet some of the diverse child care needs of their families by creating new and separate child care programs funded

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*Alaska, California, Montana, and Oregon use no Title XX funds for their child care assistance programs. No FY 1986 data were available for Minnesota, Idaho, and North Dakota. However, their Title XX/SSBG budgets for child care are so limited that their addition would not have a significant impact on the above calculation.

entirely through state, or state and local, dollars. These separate initiatives generally are designed to meet the child care needs of particular families, such as those with teen parents, or to coordinate existing resources and expand the supply of child care. The past two years have brought an increased number of such separate programs and a modest expansion of their funding.

Progress is exceedingly uneven and depends to a largeextent on the health of a state's overall economy. States with stronger economies (such as Massachusetts, New York, and California) tend to be moving more quickly in addressing their child care needs, while states with weaker economies (such as Alabama, Georgia, Mississippi, and New Mexico) have lagged in developing their child care agendas and often have reduced their commitment to child care.

Even in the states that have moved forward, the new efforts, although praiseworthy, are often far too small or too fragmented to lead toward a sensible pattern of services for working families and access to affordable child care for low- income families.

PRE-SCHOOL DEVELOPMENTS

As one example of fragmentation, there has been a growing amount of state attention paid to pre-school programs for four-year-olds. One important rationale behind the new pre-school initiatives has been meeting the needs of working parents. In

reality, most of the 13 state-funded pre-school programs created in the past three years, ranging from a $345,000 addition to Head Start in Rhode Island to more than $36 million for school-based pre-school programs in Texas, fail to address the needs of parents with full-time jobs because the programs are funded only for part-day operation.

SCHOOL-AGE PROGRAMS

On the other hand, the growing interest in child care for school-age children does recognize the schedules of working parents by providing care before and after school hours. But states are failing to set up their programs in a way that allows low-income families that most need the help to use the new programs, which can cost from $15 to $40 a week. In 1986, Maine, Connecticut, Florida, and Rhode Island approved state funds for school-age child care, joining California, Pennsylvania, Indiana, Iowa, Kansas, Wisconsin, and New York, which had earlier established such programs. California is the only one of these states, however, to go beyond merely helping communities to start or expand programs and actually allocate funds for ongoing subsidies to help low-income families take advantage of the expanded supply spurred by the legislative initiatives.

If states continue in this direction, there is serious danger of creating a two-tier system for school-age children that provides an increasing number of supportive programs for those

families which can afford to pay, while children whose parents cannot pay continue to return to darkened houses or hang out on unsupervised playgrounds.

PROGRAMS FOR TEEN MOTHERS

While child care is essential to allow teen mothers to finish high school, only five states now fund distinct programs to help young parents obtain child care. Florida allocates $750,000 for child care programs in high schools. Michigan, through its Young Parent Program, guarantees child care assistance to help any mother, regardless of age, finish high school, adult basic education, or earn a GED. The Michigan program, while appearing to make a substantial commitment to mothers in school, does not require any special outreach to inform them about the benefit. As a result, few parents came forth in 1985-1986 to take advantage of the new child care funds.

OTHER SPECIAL PROGRAMS

Low-income mothers completing high school face significant barriers if they seek a higher education. Fewer than 10 states allow mothers enrolled in four-year colleges to receive any Title XX-funded child care assistance. Only two states, California and New York, have separate funding programs to help parents enrolled in both two- and four-year colleges with child care expenses.

Only 13 states have invested in resource and referral programs (R&R), despite the fact that a relatively modest invest-

ment in such programs can make a significant difference in the ability of families to find child care. These programs can link parents with child care providers; help coordinate, expand, and enhance child care resources; and recruit, train, and offer technical assistance to child care providers. State commitment to R&R ranges from that of California, which provides operating funds for programs in each of its 58 counties, to New Mexico, which reduced an $80,000 investment to $30,000 in 1986, to the 38 states that give no help to R&R programs.

Capital funds for expansion and start-up costs of child care programs are also crucial, and states can [illegible] providers gain access to funds through low- or no-interest child care loans or grants or business assistance programs. Only 10 states have put such loan programs in place or make a special effort to expand the supply of child care. Two states, Massachusetts and Connecticut, began new programs or improved existing programs in 1986.

OVERALL RESOURCES ARE TERRIBLY INADEQUATE

Despite new developments, inadequate resources mean that states either serve too few children or pay too little to child care providers or, often, both. The impossible choices this forces are exemplified by Georgia. In FY 1987, Georgia plans to reduce its child care budget by almost $8 million (38 percent). The state will reduce the number of children receiving care by about 2 percent. Most savings will be made through a 10 percent

reduction in the already low caregiver reimbursement rates and by allowing more children to be cared for by each caregiver.

The lack of progress in state funding for child care is highlighted further when juxtaposed against the need:

- In 1985, fewer than 100,000 of New York City's estimated 400,000 children younger than 13 with working mothers were in any type of licensed child care.
- In 1986, California estimated an unmet need of 1 million child care spaces.
- In Rhode Island, three of every four pre-school children with parents in the work force will not be able to be placed in a full-time regulated child care space.

Finding and paying for child care will continue to be an issue with which millions of American families will struggle. If current trends continue, by 1995:

- More than three-quarters of school-age children, or 34.4 million children ages six to 17, will have a mother in the labor force. This is 37 percent more than in 1980, and 34 percent more than in 1985.
- 14.6 million pre-school children will have mothers in the labor force, 73 percent more than the number in 1980 and 35 percent more than in 1985.

1. TRENDS IN CHILD CARE USING THE TITLE XX SOCIAL SERVICES BLOCK GRANT

The FY 1986 federal Title XX/SSBG budget of $2.7 billion dollars, if adjusted for inflation, is 28 percent less than the 1981 level. States' overall Title XX Social Services Block Grant expenditures for child care in FY 1986 (when inflation is factored in) are approximately 12 percent less than in 1981. Some states have added state funds to compensate for the loss of real federal funding. However, they have not been able to add enough to keep child care services from being reduced.

While some states, despite the continued erosion of federal assistance, have moved forward in the funding and creation of new programs or the addition of new funds to meet the growing child care needs of low-income families, progress has been slow and uneven. Thirty states increased funding for Title XX child care between FY 1985 and FY 1986, to one degree or another. But child care budgets in 29 states, when adjusted for inflation, are still below 1981 levels, despite the much larger number of poor children needing assistance in 1986. Moreover, the progress toward increasing the number of children receiving Title XX-funded child care seems to have slowed in the past year: 11 states reduced the number of children served by Title XX-funded care between FY 1985 and FY 1986, almost twice the number of states that reduced children served between FY 1984 and FY 1985.

The following tables illustrate Title XX child care funding and service levels during the past several years in every state:

- Table 1 compares state child care service levels (defined as the number of children served) in FY 1986 with those in FY 1985.

- Table 2 compares state child care service levels in FY 1986 to those in FY 1981.

- Table 3 lists the 29 states whose FY 1986 child care spending was less than FY 1981 levels adjusted for inflation.

TABLE 1

CHILDREN SERVED WITH TITLE XX DOLLARS, FY 1986 COMPARED TO FY 1985

States that served more children in FY 1986 than FY 1985	States that served fewer children in FY 1986 than FY 1985	States that served as many children in FY 1986 as FY 1985**
Alabama	Arkansas	Delaware
*Alaska	*California	District of Columbia
Arizona	Hawaii	Georgia
Colorado	Iowa	Missouri
Connecticut	Louisiana	New York
Florida	Mississippi	*Oregon
Illinois	*Montana	South Carolina
Kansas	Nevada	West Virginia
Kentucky	New Hampshire	
Maine	North Carolina	
Maryland	Tennessee	
Michigan		
Nebraska		
New Jersey		
New Mexico		
Ohio		
Oklahoma		
Pennsylvania		
Rhode Island		
Texas		
Utah		
Vermont		
Virginia		
Washington		
Total = 24	Total = 11	Total = 8

Data needed to make 1985 to 1986 comparisons are not available for: Idaho, Indiana, Massachusetts, Minnesota, North Dakota, South Dakota, Wisconsin, and Wyoming.

* State uses none of its federal Title XX/SSBG allotment for child care; all funds are state dollars.

** Within 2 percent, plus or minus, of the number of children served in 1985.

TABLE 2

CHILDREN SERVED WITH TITLE XX DOLLARS, FY 1986 COMPARED TO FY 1981

States that served more children in FY 1986 than FY 1981	States that served fewer children in FY 1986 than FY 1981	States that served as many children in FY 1986 as FY 1981**
*Alaska	Alabama	Connecticut
Arizona	Arkansas	Georgia
District of Columbia	Colorado	Maine
Florida	Delaware	Pennsylvania
Maryland	Hawaii	South Carolina
Massachusetts	Illinois	
Missouri	Iowa	
Nebraska	Kansas	
New Hampshire	Kentucky	
New Jersey	Louisiana	
*Oregon	Michigan	
Texas	Mississippi	
Utah	*Montana	
Vermont	Nevada	
Washington	New Mexico	
	North Carolina	
	Ohio	
	Oklahoma	
	Rhode Island	
	South Dakota	
	Tennessee	
	Virginia	
	West Virginia	
Total = 15	Total = 23	Total = 5

Data needed to make 1981 to 1986 comparisons are not available for California, Idaho, Indiana, Minnesota, New York, North Dakota, Wisconsin, and Wyoming.

* State uses none of its federal Title XX/SSBG allotment for child care; all funds are state funds.

** Within 2 percent, plus or minus, of the number of children served in 1981.

TABLE 3

STATES WHOSE TITLE XX/SSBG CHILD CARE SPENDING HAS FAILED TO KEEP PACE WITH INFLATION SINCE FY 1981*+

Alabama	Mississippi
Arizona	**Montana
Arkansas	Nebraska
Colorado	Nevada
Connecticut	New Hampshire
Delaware	Ohio
Georgia	Pennsylvania
Hawaii	Rhode Island
Illinois	South Carolina
Indiana	South Dakota
Iowa	Tennessee
Kansas	Texas
Louisiana	Virginia
Maine	West Virginia
Michigan	

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* No data on 1981 child care spending are available for California and Idaho.

** State uses none of its federal Title XX/SSBG allotment for child care; all funds are state monies.

\+ An inflation factor of 22.9 was used to calculate the figures upon which this list is based. Since the calculations were done in September 1986, final inflation figures for FY 1986, ending in October 1986, were unavailable. It was assumed that the rate of inflation was the same in September 1986 as it was in August 1986.

2. TRENDS IN CHILD CARE: NEEDS AND RESOURCES

Finding and being able to pay for child care is an issue with which millions of American families at every income level struggle and which millions more will have to face in the near future.

If current trends continue, by 1995:

- More than three-quarters of school-age children ages six to 17 will have a mother in the labor force.
- 34.4 million school-age children will have a mother in the work force, 37 percent more than in 1980 and 34 percent more than in 1985.
- 14.6 million pre-school children will have mothers in the work force, 73 percent more than the number in 1980 and 35 percent more than in 1985.

Millions of the families that need child care cannot stretch their incomes to pay child care costs, which can range from $40 to $150 a week. Cost is a special dilemma for poor and near-poor families. For example, a single mother of two who works 40 hours a week for 50 weeks a year at the minimum wage earns $6,700 per year, almost 26 percent less than the 1986 poverty level for a family of three. If she has to pay just $1,600 a year for child care -- 40 cents per child per hour, which is far below the normal cost -- her disposable income drops to 37.5 percent below the poverty level. Such a dilemma is common. In 1983, 2.5 million children, or more than one-sixth of all poor children, were poor even though they had a parent who worked full time.

Millions of other poor children needed child care when their parents worked part time.

Youngsters raised by working single mothers are more likely to be poor than children in two-parent families. Among all children living in female-headed families, 6.7 million, or 53.6 percent, were poor in 1985. Among black children living in female-headed families, 3.2 million, or 66.9 percent, were poor. Among Hispanic children living in female-headed families, 1.2 million, or 72.4 percent, were poor.

If a single mother works full time or nearly full time and yet is still poor or only a little above the poverty level, she needs help meeting child care expenses if she is to continue to work and improve her economic situation. If she works part time, such help can, in many cases, enable her to escape poverty by working longer hours.

The need for child care support is highlighted when it is realized that poverty in female-headed households is concentrated among those with young children, a time when child care expenses are the highest.

	All female-headed families	Female-headed households headed by a woman under 25	Female-headed households headed by a woman between 25 and 34
Poverty rate	34%	74.2%	50.6%

Among black families headed by a woman younger than 25, the poverty rate is 86 percent; it is 78.1 percent among those headed by a Hispanic woman younger than 25.

CHILD CARE HELPS PARENTS WORK AND CHILDREN DEVELOP

If these parents are to move out of poverty, child care assistance must be provided. There is a very clear linkage between the availability of child care at a reasonable cost and women's ability to maintain employment or to participate in training programs.

The California Governor's Child Care Task Force commissioned the Gallup Poll organization to conduct telephone interviews with 1,200 California parents. One-quarter of all parents who were homemakers or unemployed reported that inadequate child care arrangements kept them from working or attending training outside the home. This figure rose to one-third in single-parent households.

A recent study by the National Social Science and Law Center, exploring barriers to employment for single mothers receiving AFDC benefits in Washington State, confirms the importance of child care. Nearly two-thirds of the respondents cited difficulty with child care responsibilities as a primary problem in seeking and keeping a job.

Seventy-six percent of the women in the survey who had given up looking for work cited child care difficulties as preventing

their search for or attainment of employment. The large majority of the women surveyed (almost 90 percent) had children younger than 12, and more than half had children younger than six. The majority of these women, when away from home, had to rely upon friends and relatives to care for their children. More than half paid for these services. More than one-fourth indicated dissatisfaction with their current child care arrangements, primarily because of limited availability.

Child care is also critical to improving the child's chances for eventual self-sufficiency. Research has shown that high quality child development programs have a positive impact on the futures of young children. Children participating in such programs are more likely to do well in school and become productive adults.

The key role of child care in helping families move toward independence and improving the future opportunities for children, combined with the fact that child care is an issue of concern to a growing number of American families at all income levels, should encourage child care advocates to set their sights high and to build a case for sound policies and adequate funds to make a real difference for children and their families.

STATES' PROGRESS IS UNEVEN

While there is progress to report in terms of state activity, and even some movement at the federal level, it is important not to be lulled into thinking that the job is done by the

various small initiatives that have passed. A review of state child care activities in recent years shows that progress is uneven.

A state's progress in meeting its citizens' child care needs tends to depend to a large extent on the health of its overall economy. States with strong economies have tended to move more quickly in addressing child care needs, while those states facing economic setbacks have lagged in their child care programs.

A state with a strong economy, Massachusetts, has made remarkable progress during the past several years. It not only provided child care to 30 percent more children in 1986 than in 1981, but also approved salary initiatives totaling over $9 million for 1985 and 1986 to help struggling child care providers. The state has recognized the importance of child care in the design of its ET (Employment Training) Choices program, guaranteeing support for adequate child care to AFDC mothers in training and as they move into the work force. In addition, other building blocks are being put in place to insure a strong child care system, including ongoing state funding for a resource and referral network and a loan fund for the renovation and construction of new child care facilities.

Alabama's story is not as upbeat. In the past year, advocates have fought several battles to prevent the total elimination of child care assistance to low-income working families. Their energies are drained just trying to maintain a small state investment in child care. New Mexico advocates also have

witnessed a continuous decline in the number of children served through that state's subsidized child care program during the past several years. In 1986, the modest amount of state funds for two small resource and referral programs also was trimmed, from $80,000 to $30,000. Mississippi has stopped providing child care to two-parent families and reduced funding for child care by 33 percent between 1985 and 1986.

NEW SCHOOL-AGE INITIATIVES FALL SHORT OF MEETING THE REAL NEED

A detailed look at recent child care and pre-school developments shows that many tentative steps forward are too incomplete or fragmented to guarantee that they are leading toward a sensible pattern of services for working families and access to child care for low-income families. While many of these steps are to be applauded, and some useful patterns are beginning to emerge, the general pattern is still one of a frayed patchwork with too little attention to the needs of poor children.

As one example, the dearth of child care for school-aged children recently has received a great deal of attention. In the past two years, seven states (California, Pennsylvania, Maine, Connecticut, Rhode Island, Indiana, and New York) have approved school-age child care initiatives. But most of these initiatives only provide one-time start-up or expansion funds for centers. They do not provide ongoing subsidies to help low-income families take advantage of the expanded supply spurred by the initiatives. This approach threatens to create a two-tier school-age child

care system: for those who can afford to pay, an increasing supply of supportive programs; and for children whose parents can not pay, continuing to return home unsupervised and often fearful of being alone.

CDF closely examined the implementation of the four major school-age child care initiatives that passed in 1984 and 1985 (New York, Pennsylvania, Indiana, and California) to determine whether the efforts were creating services that were affordable as well as available to all families in the community. It does not appear that this is the case when short-term grants for start-up costs are the approach taken.

New York's school-age child care legislation was prompted by a report that estimated that 100,000 to 300,000 children were left alone after school each day. In contrast, in 1985 the state's Title XX program paid for center-based, licensed school-age child care for only 12,500 children in New York City and 1,400 outside the city. New York State now provides $600,000 to help providers start or expand before- and after-school child care programs. The legislation theoretically stresses services to low-income families. In reality, a maximum start-up grant of $10,000, coupled with a limit of a one-year grant period and a requirement that programs be able to demonstrate the potential for independent fiscal viability beyond the start-up period, makes it very difficult to serve families who cannot pay the $15 to $40 weekly fees. Responses to a questionnaire sent to the 65

programs funded during the first two years reinforces this conclusion:

> "Adequate funds have not been appropriated to operate the program in low-income areas where parents cannot afford to pay fees. Therefore, children who might most benefit from such a program will be denied the ability to participate."

> "This is the first school-age child care program in this community. The program is perceived as inaccessible to low-income families due to lack of scholarships or subsidies."

> "Funds! Start-up grant has expired. Don't know if program can be carried on fees alone, let alone hiring additional staff to increase the number of children in the program."

A 1985 legislative report estimated that up to 120,000 Pennsylvania children were home alone in the early morning hours or after school. In contrast, only 22,150 low-income children in 1984-1985 received child care support through Title XX, and only 2,331 of them were school-age children.

Following this report, Pennsylvania set aside $1.5 million for communities to expand or start school-age child care programs. While initial funds could be used to subsidize the cost of care, the main grants are only expected to be available for three years. This time limit has encouraged providers to start services in communities where programs will be able to become self-sustaining through fees charged to families. This, of course, has argued against locating programs in low-income communities.

Interviews with the four regional grantees revealed that the new school-age funds are unlikely to result in a flow of services to low-income families. The largest grantee, located in a populous region of the state with a large population of low-income children, encouraged applicants to focus on serving low-income children. It received 25 proposals from five counties. Most grantees proposed to use funds for capital expenditures. Only one applicant requested that grant funds be used to help lower-income families pay for child care.

In contrast, Indiana allowed and encouraged the $270,000 allocated for school-age child care costs to be used to help pay the costs of care for low-income children. However, legislators failed in the spring of 1986 to pass a bill reauthorizing this legislation.

CALIFORNIA CREATES TWO DISTINCT SCHOOL-AGE PROGRAMS FOR LOW-INCOME CHILDREN

In 1983, the California Senate Office of Research issued a report, Who's Watching Our Children: The Latchkey Phenomenon, which estimated the number of latchkey children in the state to be between 600,000 and 800,000. In 1985, the California legislature passed two large school-age initiatives (S.B. 303 and H.B. 2580), establishing two separate funding streams for a state-wide school-age child care network, emphasizing services to low-income families and parents participating in the state workfare (GAIN) program. The state allocated more than $30 million in operating

costs and $36.5 million for construction and renovation for latchkey programs. These latter grants will be distributed with a priority for supporting school-age programs in localities with high numbers of GAIN participants and low-income children.

California has taken a giant step in child care funding, but its approach reflects, in a slightly unusual form, another troubling trend in child care: creation of two-tier systems. The typical two-tier system provides the poorest children with only low-cost custodial care, while children of higher-income families receive high quality care geared toward enhancing child development. California's approach to school-age child care runs the risk of establishing a two-tier system for two different populations of low-income children -- an ironic development given that the basis for much of the interest in pre-school child care funding is providing quality service for at-risk children. California has set-up one school-age child care program for children of AFDC participants in GAIN, its mandatory workfare program, and another for other low-income children. The issue in California is not a lack of ongoing funding to help families pay for school-age child care; it is the potential pitfalls of two separate funding streams for different low-income populations.

Unlike other states, the bulk of California's subsidized child care for non-AFDC recipients is under the aegis of the Department of Education, not the Department of Social Services. However, the child care services for children of GAIN

participants are run by the county welfare departments, with the state Department of Social Services responsible for reviewing local plans.

One reason given for creating two programs was policymakers' belief that it would not be possible to begin sufficient well-structured programs quickly enough to meet the need that would be generated by a mandatory workfare requirement which came with a guarantee of child care. Los Angeles alone has 41,000 AFDC participants who are eligible for GAIN. Thus, the GAIN component allowed funds to be used for informal child care arrangements, including care by relatives.

County welfare departments operating this program for AFDC children have the option of contracting with a program that receives regular school-age child care funds, providing participants with vouchers, or giving participants the choice of using selected approved child care programs through a vendor system. Counties must pay market child care rates and transportation costs. GAIN funds can pay for licensed child care or care that is exempt from licensing, such as care provided by relatives. Unlicensed providers (such as relatives) are paid at a lower rate. Some feel this will result in more licensed care because the higher rate acts as an incentive for family day care providers to seek licensing. Others, believing that counties will seek to conserve funds by using more unlicensed care, fear that the opposite will result. Support for this fear is found in the

law's language, which states, "participants will be encouraged to use relatives." Care by relatives in California cannot be monitored by the state. It does not fall under any child care regulatory requirements unless relatives choose to meet the required qualifications for family day care providers.

There is, however, a safeguard. The law requires that GAIN mothers initially be referred to one of California's 58 state-funded resource and referral programs to receive help in selecting child care. Additional funds were appropriated last year to help the resource and referral programs cope with the influx of GAIN participants. Counties also have the option of contracting with R&Rs to run the GAIN child care component. It is hoped that R&Rs will help mothers locate high quality child care.

GAIN is just beginning. It will be important to monitor the type of child care arrangements used by GAIN participants. If counties encourage participants to utilize the option of cheaper unlicensed child care, the result could be a two-tier child care system that provides only custodial care to the lowest income children while other low-income and higher-income children receive the benefits that well-run, structured, and licensed school-age child care programs provide.

MANY RECENT PRE-SCHOOL INITIATIVES ARE OUT OF STEP WITH THE NEEDS OF WORKING PARENTS

A number of states recently have passed initiatives to establish pre-school programs for four-year-olds. Generally,

these initiatives have included low-income children, since most are designed specifically to address the needs of at-risk children. But they are usually totally out-of-step with the schedules and real needs of working parents. Most programs operate only for two and a half hours each day, making it difficult, if not impossible, for low-income working families to use their services. While a comprehensive, high quality early childhood development experience is a goal that we should be striving toward for every low-income child, it is equally important that programs provide enough hours of child care to help the parents work and move out of poverty. The growth of state-funded, part-day pre-school programs for four-year-olds is too often unnecessarily at odds with the need for increased support for longer hours of child care. Less than full-day programs leave parents once again to make a complicated and expensive set of arrangements to round out the remainder of their working days. Too many low-income children are then likely to come home alone at an even earlier age.

STATES ARE STILL MAKING PAINFUL CHOICES BECAUSE OF INADEQUATE FUNDS

Some new child care initiatives are simply not broad enough. In other cases, painful choices that are all too familiar to the child care community continue to be made. From 1980 to 1985, staff working in Title XX-funded child care programs in Kentucky did not receive a salary increase. Low salaries for child care

workers are a critical problem. In 1984, 90 percent of private household child care workers and 58 percent of all other child care workers earned less than poverty level wages. Kentucky raised reimbursement rates in 1986 and will raise them further over a three-year period. However, because it is trying to catch up on salaries, it is only willing to increase the number of children receiving child care assistance by a small number. Arkansas, which also sought to increase wages of child care workers, had to do so at a cost of a small reduction in the number of children served.

Georgia reduced its child care budget by almost $8 million, or 38 percent, in 1986 for FY 1987. However, this will only reduce the number of children needing care by 1.7 percent. The choice was made to achieve savings through a 10 percent reduction in providers' salaries and to weaken staff-to-child ratio requirements.

South Carolina expanded eligibility guidelines for child care services to allow families earning up to 175 percent of the poverty level to receive help in meeting their child care costs. However, it did not add any new dollars for child care assistance. Therefore, by bringing in 102 families near the 175 percent level, the state simply denied child care assistance to 102 very low-income families.

Washington State expanded its contribution to child care support for working parents but still continues to refuse to

provide such support to parents enrolled in school or training programs beyond high school. Colorado similarly increased child care funding, but to accommodate its share of the cutback in federal Title XX funds made as a result of the Gramm-Rudman legislation, the state eliminated child care assistance or low-income parents enrolled in two-year education programs and reduced funding for protective services child care by 15 percent.

STATES CONTINUE TO MEET ONLY A TINY PORTION OF THE NEED FOR CHILD CARE

Most states still have a tremendous shortage of adequate child care slots as well as a large gap in funds to help low-income families pay for child care. Recent state and local reports on the status of child care are replete with examples:

- In Rhode Island, three of every four pre-school children with parents in the work force will not be able to be placed in a full-time regulated child care space. Rhode Island has about 600 regulated child day care providers for pre-school children, with approximately 7,200 slots. The state's supply of center-based infant and toddler programs is limited to 19 centers with a capacity to serve 367 infants.
- Approximately one regulated full-time child care slot exists for every four Vermont children younger than six with parents in the labor force.
- In Arizona, only 2.8 percent of licensed places are available for infants, yet the number of infants (up to age one and a half) is 10 percent of the total number of children needing child care. It is also estimated that only 15.6 percent of the children needing child care (404,753 children) were in licensed child care centers or certified family day care homes.
- In 1985, fewer than 100,000 of New York City's estimated 400,000 children younger than 13 with working mothers were in any type of licensed child care.

- California estimates an unmet need of 1 million child care spaces in 1986, with about 600,000 spaces currently available.

- In 1985, Kentucky served between 5 percent and 30 percent of children in need of child care services.

- In 1985, more than half of Virginia's counties (66 of 118) did not provide child care assistance to low-income families that were not receiving AFDC.

- Licensed child care programs in Tennessee are available for only one of five infants and toddlers who need care. The staff also estimates that more than 65,000 children younger than nine care for themselves before and after school while parents work.

FEDERAL SUPPORT FOR CHILD CARE HAS SHRUNK WHILE THE NEED FOR ASSISTANCE HAS GROWN

At the federal level, the steps that have been taken to meet the need for expanded and improved child care options for families are also far too small. After a huge cut in Title XX in 1981, subsequent moderate boosts in the program's appropriation have failed even to keep pace with inflation. Total funding, in real terms, is now 72 percent of 1981 levels and 52 percent of 1977 levels.

Title XX Appropriation, and Amount of Appropriation
After Adjusting for Inflation
(in Billions of Dollars)

	FY 77	FY 81	FY 82	FY 85	FY 86
Title XX appropriation (including training funds)	$2.796	$2.991	$2.400	$2.725	$2.700
Title XX appropriation adjusted for inflation (value of appropriation in 1981 dollars)	$4.165	$2.991	$2.234	$2.271	$2.164

At the same time, the number of poor children needing child care assistance has grown. Even before the 1982 cuts, Title XX child care programs served only 472,000 of the 3.4 million children younger than six living in poverty in 1981. By 1984, there were 4.9 million poor children in that age group, and less money to serve them. Moreover, many more poor children now have working parents.

Other federal programs that supplement Title XX also have been cut. The Child Care Food Program (CCFP) was cut by approximately 30 percent in 1981 through several policy changes, including the elimination of funds for a second snack for children in child care centers and family day care homes.

The Administration continues to propose the elimination of the Work Incentive (WIN) program, which more and more states use to provide child care for mothers participating in work and training programs. While Congress consistently has rejected this proposal, the appropriations bill for 1987, passed in October 1986, will result in substantially less money for WIN in FY 1987 than in prior years.

Congress did establish a sliding scale for the dependent care tax credit in 1981, allowing families with lower incomes to deduct a greater portion of their child care expenses from their federal income taxes than upper-middle income families can deduct. But for the poorest families, even this progressive credit system is flawed. First, they cannot afford to make substantial out-of-pocket payments for child care costs, even if they could later get 30 percent back in taxes. Second, their tax liabilities before the credit may be so low that they get little or no relief. For example, if a mother is entitled to a $500 credit but has only a $120 income tax bill, there is no mechanism for the government to refund the other $380. If she spends $2,400 for child care, she will get only what amounts to a 5 percent credit. The minimum credit for a wealthy family is 20 percent.

Particularly after the recent federal tax reform takes full effect, the dependent care tax credit will give no help to poor families. This is because of the good side of tax reform: it takes the federal income tax burden from all families below the

poverty line. Poor families therefore will have no tax liabilities against which to apply the dependent care credit.

A second federal "program" to subsidize child care costs is also part of the tax code, and is probably the fastest growing form of federal child care help. Usually referred to as a flexible benefit plan, the mechanism allows an employee, if her employer agrees, to reduce her taxable income by the amount of dependent care expenses she expects to incur during the year. The money is put in a special untaxed account, out of which the employer then pays the child care expenses, thus saving the family the taxes on the child care money.

Because of the structure of federal tax law, this mechanism rarely would help a family that makes less than about $20,000 a year, and above that income level it allows families in higher tax brackets to receive the highest subsidies, often for amounts far greater than the benefits provided by any other federal child care program.

Neither of these tax-related federal initiatives is effective in helping most poor families get the child care they need to stay in the job market. Families bringing in below-poverty wages seldom will be able to bear child care costs without direct help.

New federal child care spending initiatives that have passed in the past two years are less than modest. Congress has agreed to authorize a $1.5 million scholarship fund to help caregivers

earn a Child Development Associate (CDA) credential that encourages them to improve their skills. It also authorized funds to provide child care for children in crisis nurseries and those needing respite care, created a new $10 million program to help low-income college students with child care costs, and authorized $20 million (but only appropriated $5 million) to help communities start school-age child care and resource and referral programs. The school-age bill is limited not only in funding, but also in scope. Communities are only allowed to use funds to start or expand programs, as opposed to subsidizing operating costs to help low-income families pay for child care.

The huge gaps in these systems will not be filled by employers. Employer-supported child care, according to a recent study, ranks as the least common of employee benefits offered. Only 1 percent of employees were eligible for child care benefits and many fewer actually used them in 1985, according to the study, "Employee Benefits in Medium and Large Firms," by the Bureau of Labor Statistics. Employers must be urged to make a broader contribution to their community's child care systems. For example, American Express is funding the first resource and referral service that will be available to the entire Dallas community as well as family day care training networks in 24 Maricopa County, Arizona locations.

The federal government, state and local government, and the private sector all must increase their commitment to child care.

The task of helping families afford and find quality care is not small. However, the investment is a wise one. A supportive child care arrangement can not only help children become more productive adults, but also allow their parents to move toward or maintain self-sufficiency.

ADDITIONAL RESOURCES

Several reports that more closely analyze emerging state child care policies are available from the Children's Defense Fund at a cost of $2.00 each:

Child Care: Strategies for Moving the Issue Forward

School-Age Child Care Initiatives May Often Fail to Help Low-Income Children

Issues to Address in the Implementation of Child Care Initiatives

Child Care Issues to Consider in the Development of Employment and Training Programs

3. ELEMENTS OF A STATE CHILD CARE AGENDA

This section discusses various program and funding strategies that states are implementing in attempts to fill the gaps in their child care systems.

While this study does not review local governments' child care policies, interest in child care is growing in cities and counties as well as states. Many of the initiatives described in this section could be organized and funded at the local level as well as the state level.

States and advocates must consider five over-arching principles in the development of each child care policy or program:

- Child care must be affordable for all families, but particular attention must be paid to the child care needs of low-income working families or families in which low-income parents are attending school or participating in employment training programs.
- Attention also must be paid to meeting the child care needs of children at risk of abuse and/or neglect and of handicapped children.
- The supply of quality child care programs must be expanded.
- The quality of child care programs must be strengthened through regulatory policies that address staffing and training, education, health, nutrition, and safety issues. Adequate funding must be made available for the implementation of these policies.
- Child care providers, most of whom are low-income women supporting their own families, should be paid a living wage.

These cross-cutting principles should be applied to each element of a child care agenda.

FUNDING STREAMS TO HELP MAKE CHILD CARE AFFORDABLE

The Title XX Social Services Block Grant is the major source of federal funds available to states to meet the child care needs of low-income children and families. Most states add their own revenues to these federal funds.*

Despite a drastic funding cut made in 1981, Title XX must remain the cornerstone of child care assistance programs in most states. Because the law governing Title XX expenditures is so flexible, Title XX-funded child care can be used to meet the needs of infants through school-age children. It often is targeted to working parents who receive AFDC or who are not eligible for AFDC but still earn extremely low incomes, adolescent mothers, parents enrolled in school or training programs, and children in need of protective services. States can use Title XX money as a basis on which to build a responsive child care system that helps and encourages parents to work, stay in school, or participate in job training, and that provides supportive child care for children by expanding quality child care services. However, to accomplish these goals states must increase greatly their own financial commitment to child care.

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* Alaska, California, Montana, and Oregon use only state revenues for child care assistance to low-income families.

While some states see child care financial assistance as a priority, and hence devote considerable portions of their Title XX allocations to it, other states see child care as a low priority, only devoting a small portion of their allocations to child care. Adding state funds to federal Title XX funds can help meet the needs of a broad range of children and families and is a sound approach for increasing the supply of available child care.

Establishing additional, separate funding streams to provide child care assistance to specific populations of children and families is another strategy used by some states to address particular child care needs. Rather than adding funds to Title XX, which has the advantage of a unified funding stream, some states have established programs administered separately, either within the state Department of Human Services or by other state agencies. State agencies outside of the Human Services Department that can and should also be tapped as potential sources of child care funds include Education, Higher Education, Labor, Housing, and Economic Development.

A number of states recently have taken the approach of building separate population-specific child care programs alongside Title XX to help meet the child care needs of working families receiving AFDC, low-income families not receiving AFDC, parents in training, teen parents, and parents of school-age children.

LOW-INCOME WORKING PARENTS AND PARENTS IN TRAINING

Sensible state child care policies include a major component to assist low-income parents receiving AFDC, as well as those who are not eligible for AFDC but are poor, in meeting employment-related child care needs. Such policies provide child care help during a period of job training or school, while a parent is searching for a job, and while the parent is working, until income is large enough to be able to meet the costs of a quality child care program without assistance.

Currently, short-sighted policies in many states limit child care for mothers enrolled in school or training programs. While some states categorically deny any support for mothers seeking skills beyond high school, others may do the same thing through the back door, by limiting child care assistance to one year, making it impossible to complete a two-year degree or training program.

Women fortunate enough to receive help in meeting their child care needs during training too often find that such support ends immediately after they complete such training. They are left with no child care while they search for a job. When they do find work in entry level jobs, they face a waiting list for child care assistance or find that their very low salaries are suddenly too high to merit child care assistance. Moreover, if child care support is not continued from training through employment, parents must attempt to piece together a number of low- or

no-cost child care arrangements. Such arrangements are often unreliable, causing the new employee to take time away from work and lose income and risk job loss. Makeshift arrangements often require that children be shifted among several different providers. Child development experts consider this lack of continuity harmful to young children.

The limited resources for low-income families in our child care system has led to many state eligibility policies that punish poor families for small steps they take up the economic ladder by abruptly removing all child care support. Such policies too often force families to choose between gaining self-sufficiency and obtaining adequate care for their children. Our current system bounces very young children in and out of programs and frustrates their parents who are struggling to move ahead and participate in the working economy.

States must use their major child care funding stream (usually a combination of federal Title XX and state funds) to pay for a continuation of child care as a parent moves up the economic ladder. This entails policies that:

- Allow help for low-income parents attending four-year colleges as well as more short-term programs.
- Continue assistance during a job search after a parent completes a school or training program.
- Give help to employed parents on a sliding fee eligibility scale based on income.

This means providing child care assistance not only to AFDC recipients, but also to other poor or near-poor working families

that do not receive welfare either because their incomes are above welfare eligibility levels or because they do not fit the categories of types of families eligible for welfare. Such income eligibility scales allow families an opportunity to earn enough to move out of poverty before child care assistance is withdrawn.

Families in poverty should receive child care assistance at no cost. Near-poor families, with incomes slightly above poverty, can afford to pay a little but not a great deal, and states should be very careful not to construct fee scales that price them out of the system.

Several states have established programs to help provide child care assistance to low-income working families and/or parents involved in training programs.

- **California** sets aside $6 million in Title XX/SSBG funds to match, dollar-for-dollar, the amount each Private Industry Council (PIC) spends on child care services under the Job Training Partnership Act (JTPA) Title XX program for the disadvantaged. In addition, the state provides PICs with a list of child care agencies to help them guide parents to the most appropriate care for their children. (See Section 2, "Trends in Child Care: Needs and Resources," for information concerning child care provided through GAIN, California's workfare program for mothers with children age six and older as well as California's separate school-age program designed for other low-income parents.)

- **Massachusetts** spent $18 million to provide vouchers for child care for more than 5,000 children whose parents are participating in the state's employment and training program (ET Choices). In FY 1987, Massachusetts projects spending $20 million to serve 6,000 children. Parents receive vouchers to be used in licensed child care facilities. Child care assistance is continued for one year after a parent secures gainful employment.

- **Michigan** guarantees, through its Young Parents Program, child care help to any mother regardless of income and age, to allow her to finish high school, adult basic education, or earn a GED.

- **Minnesota** allocates $6.9 million for its sliding fee scale program targeted to families earning between 50 and 75 percent of the state's median income. All counties must offer this program.

- **New York** appropriates $10.67 million for child care services for low-income families not on welfare that have incomes up to 175 percent of the federal poverty line, if the local social services districts obtain a state waiver from 1985's eligibility standard of 125 percent. In 1986, the legislature allowed localities to use 5 percent of their allocation, with a maximum allowable of $5,000, for administrative costs. The state also allocates $834,000 to provide up to nine months of transitional child care subsidies for parents leaving public assistance for employment and $2 million for teen parents who are completing high school or working toward their GED.

- **Virginia** allocated $1.5 million for 1986 and 1987 to fund a state sliding fee scale child care program targeted to low-income working families not eligible for AFDC, with incomes up to 70 percent of the state's median income.

WORKING FAMILIES THAT RECEIVE AFDC

Several of the programs noted in the previous section address the needs of working families receiving AFDC. However, some states help working families that also receive AFDC supplements to pay for their work-related child care needs through the AFDC Child Care Disregard. Under the disregard, families pay their own child care costs directly to the child care provider and deduct (disregard) the amount (up to a statutory $160 maximum per month per child) from their income when computing their AFDC benefits. Thus, if the family had monthly earned income of $300

and a $50 AFDC payment, but then began paying $150 per month for necessary child care from its earnings, its AFDC grant would rise to $200 to offset the child care costs. This system, in theory, enables the family to receive as part of the AFDC check an amount that covers child care costs.

The AFDC disregard is a flawed approach for helping low-income families pay for child care. First, the families are limited to a maximum disregard of only $160 a month per child, regardless of the actual cost of decent care. In many communities, decent care costs significantly more. Second, families must locate their own child care without requirement for standards of quality. Third, the families are reimbursed only after-the-fact for child care expenses, because a family's AFDC benefits are calculated on the basis of its income and expenses for the previous month or two months. This creates a particular problem in the first month or two of child care payments or in months when child care costs increase. For families with no discretionary income at all -- families receiving AFDC -- this is often more than a hardship; it is an impossibility for them to put up the cash to enter the system. AFDC eligibility and benefit levels in almost all states are so intolerably low that the working families with earned income and AFDC eligibility are extremely poor, with incomes way below the poverty level. Having to pay any money out-of-pocket for child care (even if, in theory, it is to be reimbursed later) creates an impossible

competition with even more basic needs for heat, food, and clothing.

CHILD CARE FOR CHILDREN OF ADOLESCENT MOTHERS

Child care is an essential service if adolescent mothers are to finish their schooling or participate in job training programs. Child care not only allows these very young women the opportunity to attend school, but also helps them gain parenting skills by participating in child development classes and offering them the opportunity to work with infants and toddlers in the center.

Each year in America, adolescent females give birth to about 475,000 babies. About 300,000 of these mothers have not completed high school. To help these young families, states must support child care programs located in or near schools and provide transportation from home to school and child care facilities and back again for mothers and their children.

Given the difficulty of finding child care at a reasonable price, it is counterproductive to cut off child care assistance after only a few months. Such policies remove a crucial support required to finish high school. Assistance should be continued until the mother finishes her degree. Moreover, increased evidence about the importance of continuity of care for optimal child development suggests that programs should continue caring for children at least through the toddler stage.

Off-campus child care must also be available to mothers seeking a GED or enrolled in non-school-based training or education programs. Parent education and counseling that involve fathers as well as mothers must be key elements of these programs. Some programs even offer services to grandparents. A number of successful child care programs also have made comprehensive health services available to adolescent parents and their children as well as non-parenting students.

- **New York** appropriates $2 million for child care for teen parents who are completing high school or working toward their GED and who earn less than 115 percent of the state's median income.

- **Michigan** guarantees, through its Young Parents Program, child care to help any mother, regardless of income and age, to allow her to finish high school, adult basic education, or earn a GED.

- **California** provides approximately $6.5 million for child care on or near high school and junior high school campuses for more than 2,500 infants. Parenting education and counseling for California's school-age parents are provided while they finish high school.

- **Connecticut** provides limited support for child care for teen parents through its Young Parents Program.

- **Florida** appropriates $750,000 to expand existing, and start up new, child care programs for teen parents in high schools.

- **Pennsylvania, Texas, and Washington, D.C.** provide limited support to encourage school districts to offer child care for children of adolescent parents.

- **Wisconsin** appropriated $158,000 in 1985 for child care in high schools for adolescent mothers, requiring counties with participating school districts to match funds on a one-to-one basis.

CHILD CARE FOR CHILDREN OF COLLEGE STUDENTS

Child care responsibilities and lack of adequate child care arrangements and assistance are major barriers to higher education for low-income women. A recent survey by the Association of Independent Colleges and Schools found that child care problems were described as serious or very serious for about one-fourth of all students. In 1979, the California Post-Secondary Education Commission cited lack of adequate, low-cost child development programs as a primary factor in the underrepresentation of ethnic and minority low-income women students in higher education.

Child care is rarely available on campus. When it is, the cost often makes it inaccessible to low-income students. States tend to focus child care services on parents who work, making parents in four-year or even two-year colleges ineligible for child care assistance.

State higher education funds as well as Title XX funds can be used to provide child care assistance to low-income mothers. While on-campus facilities would be appropriate at many schools, these monies do not have to be attached to campus-based facilities, but can be used to help mothers purchase space in community child care centers or family day care homes.

- **California** will spend $10,231,300 in 1986-1987 to help college students meet child care costs. This amount will subsidize 2,058 child care slots. Centers are located on the campuses of colleges and operated by student associations or the college administration. Students enrolled in child development programs supplement staff.

- **New York** provides $2.5 million for child care aid to students attending state and New York City community colleges, as well as the State University and the City University.

CHILD CARE FOR SCHOOL-AGE CHILDREN

A growing number of American families face the challenge of finding safe, supportive, and affordable child care for their school-age children. More than 60 percent of the mothers of school-age children work outside the home. Estimates of school-age children younger than 13 left home alone in the early morning hours and after school range from 5 million to 10 million. No one knows the exact figures because parents are hesitant to admit that they leave their children unsupervised, but the numbers are large.

Although there are a growing number of school-age child care programs, there are still too few to meet the expanding need. In addition, unless financial assistance is readily available to help pay the fees, after-school child care is often beyond the financial reach of lower-income families. While Title XX funds are used by many states to help families pay for after-school care, the bulk of Title XX funds are used for pre-school children. Among the states providing funds for before- and after-school care, California is the only state that provides support to help low-income families pay for child care. Unless a continuous public funding stream for subsidies is in place as well as

funds for start-up, the programs will not be accessible to families that do not have the $15 to $40 a week per child to pay for school-age child care.

A community can address school-age child care needs in a variety of ways. Many models involve schools contracting with community groups to provide care in a school setting. States can encourage more programs by allowing schools to provide or to contract for school-age child care services, and by making funds available for start-up and operating costs of the before- and after-school programs. Funds can be made directly available to community groups. Periods when schools are not in session (summers and vacations) must also be covered, or parents cannot take permanent jobs.

Programs should be open to children through age 15. School-age child care can help keep low-income children "on track" -- that is, help them succeed academically and help them avoid various social pitfalls. A sliding fee scale, with free care for the poorest families, will help guarantee low-income children access to school-age child care. Appropriate quality standards and guidelines also should be developed for these programs.

The federal government appropriated $5 million in FY 1986 and also in FY 1987 for states to help communities start school-age child care and resource and referral programs. These funds, like those provided by the majority of state initiatives, cannot be used to cover operating costs, however.

- **Arizona** appropriates no funds for school-age child care but expressly encourages local school boards to include school-age child care in school services offered to families. A school board can either run the program itself or contract out with nonprofit organizations. Location at the school site is encouraged. School districts are exempt from licensing requirements if they operate the program in one of their facilities.

- **California's** legislature, in 1985, passed two large school-age initiatives -- S.B. 303 and H.B. 2580, which established two separate funding streams to run a statewide school-age child care network, which emphasizes serving low-income families and parents participating in the state's workfare (GAIN) program. In addition to operating costs of $8 million in the first year plus $16 million annually thereafter with a 50 percent local match requirement, the state allocated a total of $36.5 million for construction and renovation for latchkey programs. These grants will be distributed with a priority toward supporting school-age programs in localities with high numbers of GAIN participants and low-income children. Allocations for both the operating and capital outlay grant programs are available to geographic areas based on the local percentage of poor children, numbers of school-age children, and the extent of existing services. Grants are awarded on a competitive basis according to cost-effectiveness, family and community involvement, staff qualifications, and other factors. Programs located at the school site are preferred, and contracting out with local nonprofit agencies to run programs is encouraged. A sliding fee scale is required, and subsidized care is given only to parents working, training, or going to school, with lower-income parents in each of these categories given highest priority.

- **Connecticut** recently passed a three-year, $250,000 pilot program to provide grants to municipalities to encourage the start-up of on-site school-age child care programs. Municipalities are to contract with local child care providers to run the program, which must meet health and other licensing requirements. Cities must award contracts through a competitive bidding process, and provide liability insurance coverage for the programs. This law does not provide for operating costs to help subsidize the costs of child care for low-income working families.

- **Florida** recently passed a school-age child care bill establishing an information clearinghouse and pilot program. $300,000 was appropriated for the program, with an emphasis on using school district facilities as sites.

- **Indiana** passed legislation in 1985 authorizing $270,000 for operating costs for school-age child care. Programs using the funds had to offer a sliding scale. Schools could contract with nonprofit community agencies to run the program. Although it failed to pass a bill reauthorizing the legislation, the legislature allowed unspent monies to be carried over into FY 1987. Unless a new bill is passed in 1987, this will be the last year that funds will be available.

- **Iowa** generated $225,000 for child care supply expansion, with part of the money to go to the start-up of school-age child care, using funds from a lottery bill passed in 1985 as well as a supplemental appropriation for 1986. No grant may exceed $10,000 and grants can go only to school-age child care programs on school sites.

- **Kansas** approved $15,000 for a second year to continue a small grants program for start-up and expansion of school-age child care. Maximum grants are $5,000 and can be used to pay for salaries, equipment, supplies, transportation, and other costs. Each program must be nonprofit, and must meet licensing requirements unless the program is run by the school district.

- **Maine's** legislature approved a grant program for start-up of school-age child care programs. Each year, $50,000 will be available to fund 25 percent of first-year costs for school-age child care programs, with a maximum grant of $10,000.

- **Massachusetts** will fund some extended day programs with a part of the nearly $10 million allocated for the early childhood development program of the Massachusetts Education Reform Bill, which authorizes funds for a range of programs for young children.

- **New York** legislators for the first time approved in 1984 a school-age initiative to help communities start or expand school-age child care programs. The School-Age Child Care Act was funded at $300,000 in 1984 and also in 1985 and $600,000 in 1986. It limits individual grants to one year, with a maximum grant size of $10,000. Private nonprofit organizations or governmental agencies are eligible to apply. Programs are encouraged to use school buildings.

- **Pennsylvania's** FY 1985-1986 budget for the Department of Public Welfare set aside $1.5 million for communities to start or expand school-age child care programs. Approximately half the money was carried over to 1986-1987. School districts as well as nonprofit organizations are encouraged to apply. While funds can be used to subsidize the cost of the care initially, such grants are only available for three years. At the end of this three-year period programs must be self-supporting. This time limit emphasizes start-up services in communities where programs will be able to become self-sustaining through fees charged to families.

- **Rhode Island's** legislature in 1986 approved a $200,000 grant program to encourage communities to start before- and after-school programs. Grants can be made to public or private nonprofit community agencies. Funds can be used to assist in the planning, establishment, and operation of programs. The maximum grant allowed to any one community is $30,000, with a 25 percent local match requirement.

- **Wisconsin** earmarked $77,800 in 1985 for two and a half years to fund three types of school-age child care programs in three areas of the state.

PRE-SCHOOL EDUCATION

Pre-school education has risen higher on the agenda of a number of states in the past two years. It has been singled out by the National Governor's Association as a key investment for state governments.

Pre-school education as well as pre-school child care are vital topics for low-income families and children. Too often, each of these programs is discussed in a vacuum. Child care is considered in a custodial framework as a part of an initiative to help mothers work, while pre-school is examined as a means of furthering the optimum development of young children. This fails to recognize the interrelationship of the two objectives, leading to contradictory child care policies. For example, legislators support a quality pre-school program such as Head Start, but fail to apply any of the principles of child development learned from the Head Start experience when designing child care policies addressed to low-income families with pre-school children.

Low-income families benefit from child care when it helps parents reach economic independence and encourages them to take on responsibilities. But child care must also help children establish a foundation of intellectual, physical, social, nutritional, and emotional well-being critical to their success as adults. The reality that the majority of pre-school children have mothers in the labor force must be factored into any child care program decision affecting three- or four-year-olds.

Child care initiatives for pre-school children and pre-school programs must be arranged to meet the needs of full-time working parents. More than 54 percent of mothers with children younger than age six are working and almost 70 percent of those are working full time. The majority of new pre-school initia-

tives are failing to respond to the employment-related needs of these full-time working parents.

There is also concern that in the haste to duplicate early childhood development programs, state initiatives may be overlooking the elements that make for high quality, successful programs like Head Start. Pre-school initiatives are developing in large part as a response to the research that has demonstrated that comprehensive early childhood development programs such as Head Start have a verifiable positive impact on the lives of young children and their families. The reason for Head Start's success is rooted in the comprehensive nature of the program, which aggressively addresses several of the needs of children and families, including needs for health care, nutrition, and social services as well as early education. Parent involvement in Head Start is strong and helps families gain greater confidence and skills.

States cannot skimp on these essentials. In the important effort to duplicate Head Start's success and reach more than the 16 percent of eligible children who now benefit from Head Start, programs must not be constructed without the resources or program design necessary to provide an effective pre-school experience for low-income children.

There are many other elements central to a high quality early childhood experience that must be addressed by legislation as programs start or expand. Crucial elements are:

- Hiring staff with education, training, and experience in working with young children. (Education does not necessarily mean formal academic credentials.)

- Allowing existing child care and Head Start programs as well as school districts to operate the new and additional programs.

- Maintaining small child-to-staff ratios and small group sizes.

- Guarding against the implementation of eligibility guidelines that label young children as academically deficient.

- Providing enough funds to operate a high quality program.

- Involving parents in the planning and operation of the program.

- Operating in a manner that is sensitive to minority children and families with diverse cultural backgrounds.

- Utilizing the expertise of child care providers and early childhood professionals in planning and operating the program.

- Providing an age-appropriate curriculum, as opposed to simply adjusting the kindergarten program downwards.

Educational programs can provide a positive pre-school experience for low-income three- and four-year-olds while meeting the needs of working parents. In the past three years, 13 states have passed legislation authorizing some type of state pre-school appropriation or expanding such an existing program. Nine other states provide some funding for pre-school programs. Almost every state takes a different approach, ranging from permissive legislation under the state's school code (allowing schools to operate pre-school programs), to substantial special

appropriations for pre-school, to state funds to supplement Head Start. However, the pre-school programs rarely are incorporated into a full day to address the schedules of working parents.

- **Alaska** has funded a comprehensive early childhood program (based on the Head Start model) in six rural sites since FY 1983, with FY 1987 funding at $282,000. Most of the teachers in these programs have a Child Development Associate credential. Since FY 1977, Alaska also has provided a supplemental grant to Head Start ($2.67 million for FY 1987).

- **California** funds a large pre-school program modeled on Head Start. It is funded at $35,540,011 for 1986-1987 and serves 19,264 children.

- **District of Columbia** public schools operate approximately 141 pre-school classes for four-year-olds. Three-quarters of the pre-school programs operate on a full school day schedule. The overall enrollment is approximately 4,000. The District of Columbia spent approximately $5 million for salaries in FY 1986 for the pre-school program. Other expenses cannot be broken out of the total school budget.

- **Delaware** is spending $175,000 in 1986-1987 for three pilot pre-kindergarten programs that are being operated by the public schools.

- **Florida** passed, in 1986, a major pre-school bill to expand a program that previously had been open only to migrant children. The state appropriated $750,000 for the first year of the pilot program, with a plan to merge it into the regular public school financing system by 1990. In Fy 1986, $2,209,868 was spent on the migrant worker pre-school program, with funding for FY 1987 approved at $2,299,810 for the new pilot program and the migrant program. Grants will be awarded by local advisory councils overseen by a new state advisory council, housed in the state Department of Public Instruction. Grants may go to public schools, Head Start, or child care programs (for-profit or nonprofit) which meet the law's criteria. The target population has been expanded to economically disadvantaged children in addition to migrant workers' children. Other children may participate if their parents pay according to a sliding fee schedule.

Grants will go to programs emphasizing parent involvement and education, health screening, and teacher training. The law requires grant recipients to meet state staff training requirements, but allows the state advisory council and the Department of Public Instruction to re-evaluate and define appropriate staffing ratios.

- **Illinois** school districts may request funds to start pre-kindergarten classes for three- to five-year-olds "at risk of academic failure," and to establish full-day kindergartens. The money is available to school districts through state grants. It is limited in FY 1987 to $12 million: $3 million for screening for entrance and $9 million for implementation. Schools can subcontract with nonprofit groups to run the programs. School districts may request enough money to run pre-kindergarten programs longer than a half-day. Pre-kindergarten teachers are required to hold either a four-year degree in early childhood education or meet the state standards for a child care center director. Directors are required to have earned at least a high school diploma and a Child Development Associate credential, and to have at least two years experience working in a pre-school, kindergarten, or day care center. For FY 1987, the legislature initially appropriated $26 million for state-funded pre-school, but the governor's line-item veto reduced this to $12 million.

- **Louisiana** allocated $300,000 in FY 1985 to fund ten pre-school programs targeted at children "at risk of school failure." In FY 1986, it increased funding to $2.4 million, which allowed 80 programs to serve 1,100 students. Funding for the FY 1987 school year is $2.3 million. The state was unable to provide an exact number of children to be served, but expects a slight increase over the previous school year.

- **Maine's** legislature appropriated $1.9 million in state funding for Head Start programs for September 1986 to May 1987.

- **Maryland**, in FY 1986, allocated approximately $2.25 million to provide compensatory programs for four-year-olds. School districts are identified as eligible to apply to operate a pre-kindergarten program on the basis of school accountability data on reading scores for third graders. All four-year-olds in districts with low scores are eligible for the programs.

- **Massachusetts'** Education Reform bill authorized $20 million in 1985 which will go to schools for expanding or setting up pre-kindergarten programs for three- and four-year-olds, expanding kindergarten programs, and sponsoring child care programs that meet the needs of the community. The state appropriated $8 million for 1986-1987 for the program, which, when combined with $1.7 million in carry-over funds from 1985-1986, will result in nearly $10 million for pre-school programs in 1986-1987. Schools may contract with Head Start and child care programs to provide services. Seventy-five percent of the funds are earmarked for low-income areas. The state Board of Education must establish a state Office of Early Childhood Education to: develop program standards that meet or exceed the existing Office for Children standards for three- and four-year-old children in whole- or half-day child care programs; develop technical assistance programs to help school-age child care programs; and work with the Bureau of Teacher Certification to develop certification standards for early childhood teachers. A school district applying for funds must establish a local advisory board composed of a principal, teacher, parents, and representatives of local community agencies concerned with the welfare of young children. Such representatives must include a member of the local resource and referral agency, and others with expertise in the care and education of young children. Money for expanded kindergarten programs can be spent on expanding to full-day programs, attaching a parent outreach component, or improving staff-to-child ratios. Early childhood day care programs can add before- and after-school components. In addition, in FY 1986 the state appropriated an additional $2.8 million which will be targeted primarily to upgrading salaries of pre-school staff.

- **Michigan's** state legislature in FY 1986 postponed implementing a major pre-school initiative and chose to continue funding a pilot program. In FY 1985 the state spent $1 million to provide grants to 23 districts for pre-school programs. The state contributes up to 70 percent of the program's operating budget. Half of the programs are targeted to children with a "potential for learning problems." Collaboration with the early childhood community is encouraged in one-fourth of the programs. These include those which collaborate with

child care programs or with a teacher training institution or agency to provide in-service training in conjunction with the operation of pre-kindergarten programs for four-year-olds.

- **Minnesota** funds an early childhood family education program through local school districts. The program provides child care and parent education in early childhood development for families with children from birth to school-age. Three hundred school districts participated in the program in FY 1986, spending $11.3 million.

- **Missouri**, in 1985, passed a bill providing funds to all school districts that provide or purchase approved education programs and services for children younger than five years of age and their parents. School districts eligible for state reimbursement, subject to available funding, must provide one of three services: an approved program of parent education, an approved program of developmental screening for all children younger than five, or approved programs for developmentally delayed children ages three and four. Safeguards are included to prevent the duplication of services because of other funding sources. These programs may be purchased from another district, public agency, or nonprofit agency. Each school district must offer one of these programs, but parents participate on a voluntary basis. The state spent $5.6 million in FY 1986.

- **New Jersey** allows pre-kindergarten programs to be funded under existing school code provisions.

- **New York** will spend more than $20 million in 1986-1987 to serve approximately 9,300 three- and four-year-old children mostly in half-day pre-school programs. Ninety percent of the children must be disadvantaged and meet at least one of many indicators of low income. The programs are operated directly by local school districts, and the classroom teacher must be certified in early childhood education, with at least a four-year degree. Standards are set by the Bureau of Child Development and Parent Education in the state's Education Department. Program components include: comprehensive health and social services, parent involvement, a developmentally oriented program for children, and a commitment to providing continuity for children and families through comprehensive,

developmental, follow-through programs and progressive staff development. In 1986, New York State legislators considered but failed to pass expansion of the pre-school program. However, New York City approved $8 million in new city funds for part-day pre-school programs. Half of the programs will be operated by the public schools, while the remainder will be operated by Head Start or child care programs funded by the city's Agency for Child Development.

- **Ohio's** state budget includes $250,000 for nine model pre-school programs in the public schools. The funds are administered through the state Department of Education.

- **Oklahoma** spent close to $1 million in FY 1986 to serve 1,400 children. Grants of $30,000 are competitively awarded to school districts to serve a maximum of 40 children (20 in each of two half-day sessions).

- **Pennsylvania's** school code provisions allow school districts to provide kindergarten programs for four-year-olds. Districts must fund the first year of the program, but in the second and subsequent years the pre-kindergarten students are included in the district's total student count for state education aid.

- **Rhode Island**, in 1986, approved $345,000 to supplement Head Start.

- **South Carolina's** Education Reform Bill passed in 1984. It authorized support to develop voluntary programs that operate "at least half a day" for four-year-olds who have significant readiness deficiencies. Funding is provided for home visits and education programs for parents of three- and four-year-olds, and kindergarten must be provided for five-year-olds. Services to at-risk four-year-olds will be expanded over a period of five years, and spending will rise to approximately $16 million in 1988-1989. The state pre-school law allows school districts to contract with appropriate groups and agencies to provide part or all of the programs. It requires that programs must be developed in consultation with the Interagency Coordinating Council on Early Childhood Education. In the event that a local advisory committee exists in a community to coordinate early childhood education and development, school districts must consult with the advisory committee in planning and developing services. The law

modifies transportation policies so that school buses can leave children at child care programs, family day care homes, or with relatives, and requires the governor to initiate the development of a state plan on early childhood development and education to assist in providing appropriate services for pre-school children.

- **Texas** requires school districts having 15 or more four-year-olds who are low-income (as defined by the guidelines of the school lunch program) orlimited in their English proficiency, to offer pre-kindergarten programs in the public schools. School districts having fewer than 15 such students may provide pre-kindergarten programs if they choose to do so. Once all of the educationally disadvantaged children in either group have been served, the district may include all other four-year-olds in the program. While the law creating the program requires a local match, it provides the maximum state support to those counties with the highest poverty rates. In school year 1985-1986, the first year of the program, the state served 35,900 children with $36,266,000. The state has allocated $44,990,000 for the 1986-1987 school year.

- **Washington** authorized the establishment of a pre-school state education assistance program for children at least four years of age who are eligible for Head Start. School districts and Head Start grantees in cooperation with school districts are eligible to participate as providers. School districts may contract with other governmental or nongovernmental, nonsectarian organizations to conduct a portion of the state program. An advisory committee will be organized, composed of parents and representatives from the state Board of Education, the Office of Superintendent of Public Instruction, the Division of Children and Family Services within the Department of Social and Health Services, early childhood education and development staff preparation programs, Head Start programs, and school districts. To the extent practical, federal Head Start guidelines shall be considered as guidelines for the program. Rules must specifically require the pre-school programs to provide for parent involvement at a level not less than that provided under federal Head Start criteria. The overall program funding level shall be based on an average grant of no more than $2,709 per child to cover all program costs. In 1986, $2.8 million was appropriated to begin the first funding cycle.

- **Wisconsin** allows pre-kindergarten programs to be funded under existing school code provisions.

(**Note:** CDF's information for this section was supplemented by "Pre-kindergarten Programs for Four-Year-Olds: State Education Agency Initiatives," a report prepared by Carolyn Morado, Ph.D., for the National Association for the Education of Young Children, October 1985.)

TEMPORARY DISABILITY INSURANCE PROVIDING PARTIAL WAGE REPLACEMENT DURING PREGNANCY AND AFTER CHILDBIRTH

Approximately 80 percent of the women in the labor force are of childbearing age. Ninety percent will become pregnant. Almost 50 percent of these women return to work within a year of delivery, largely because their paychecks are crucial to maintaining their families' standards of living. However, infant care is not only in short supply but often prohibitively expensive, because child care costs in general are often very high compared to women's wages and because newborns need especially intensive attention. Paid disability leave immediately following birth, part of the social insurance systems of the states listed below, allows a mother time to recover from her pregnancy and childbirth during the period in which she is considered medically disabled -- generally six to eight weeks -- and to spend these important weeks with her infant. By not forcing the family to deplete small savings, the pay also can make more of the family's resources available for child care when the mother does return to work. Temporary disability insurance not only addresses the concerns of new parents but also meets the needs of other

employees by guaranteeing partial salary replacement to workers who find themselves suddenly unable to work because of a serious health condition.

- **California's** Temporary Disability Law requires employers of one or more people to provide coverage to employees either through the state plan, administered by the Employment Development Department, or a private plan. An employer seeking to utilize a private plan is required to obtain majority consent from its employees. Private plans must meet all the requirements of the state-administered plan. The state plan is funded through a payroll tax on employees, which is .9 percent of the first $21,000 in annual earnings. While there is no mandatory employer contribution, state law permits employers to make contributions on behalf of their employees. Employer contributions do not change the benefit level because the total contribution per employee remains constant. Benefits to employees are based on their quarterly earnings, and range from a minimum of $80 per week to a maximum of $244.

- In **Hawaii** employers of one or more employees must provide temporary disability insurance through a private plan that either can be purchased from a commercial insurance carrier or provided through a self-insurance program. The state has no insurance fund. Employees must contribute .5 percent of the average weekly wage or, if less, half the cost of the insurance, to a maximum of $1.76 per week. The employer must pay the balance. Plans must provide benefits that equal 55 percent of the employee's average weekly wage, with a maximum of $194 per week. If the average weekly wage is less than $26, benefits must equal the wage to a maximum of $14 per week.

- **New Jersey** requires employers with annual payrolls of $1,000, or one or more employees, to participate in the Department of Labor and Industries Temporary Disability Plan or provide such coverage through an insurance carrier or a self-insurance plan. The contribution required by the state plan is the same for employers and employees: .5 percent of the first $10,700 of the employee's annual earnings. Employers that have contributed to the fund for three years are subject to "experience rating," which may cause their contribution to vary from 1 percent to 1.1 percent of the first $10,700 in earnings. Benefits under the law consist of

66.66 percent of the average weekly wage, rounded to the next higher dollar, and range from a maximum of $185 to a minimum of $10. Based on a sample of the 139,587 claims filed in FY 1984-1985, the department estimates that 20.5 percent were maternity-related and that the average maternity-related payout was $134.62 a week.

- **New York's** employers of one or more employees, or employers of four or more domestic workers, on each of 30 working days of a calendar year must provide temporary disability coverage to employees. The coverage can be provided through the state's fund administered by the Workers Compensation Board, a private insurer, or a self-insurance program. Non-state administered programs must meet or exceed the requirements of the state plan. Disability benefit law sets employee contributions at .5 percent of the weekly wage and requires that the total contribution not exceed 60 cents per week. Employers must pay the balance of the cost for a "standard" plan. Benefits are 80 percent of the average weekly wage with a maximum of $145 and a minimum of $20 per week.

- **Rhode Island** requires employers of one or more employees to participate in the state-administered temporary disability plan and may not use private plans except to supplement the state plan. Government employees are not covered by the plan. The state plan is funded through a payroll tax on employees, the rate of which varies according to the previous year's revenues and outlays. The 1986 rate is 1.1 percent of the first $11,000 in annual income. Benefits consist of 55 percent of the individual's average weekly earnings to a maximum of $171, with a minimum of $37. In addition to the basic benefit level, the state pays $5 per week per dependent child younger than 18, to a maximum of $20.

IMPROVING THE QUALITY OF CHILD CARE AND EXPANDING SUPPLY

Essential components of a quality child care system are a strong set of licensing standards coupled with an adequate staff to monitor the enforcement of the standards. Critical standards affecting the quality of care must be incorporated in licensing

laws. They include: low staff-to-child ratios, small group size, caregiver training, parent involvement (including unlimited parental access), health and nutrition standards, age-appropriate curriculum, and a safe physical environment.

In addition to the high cost, the limited supply of child care is one of the most pressing problems faced by American families. The shortage is particularly acute in areas of infant and school-age care. Meeting the growing child care needs of all families requires new mechanisms and resources geared toward expanding the total number of child care programs.

State-sponsored loan programs and family day care recruitment programs, as well as business assistance initiatives, are key to stimulating the creation of new facilities and assisting existing facilities with the costs of necessary renovations and expansion.

- **Alaska** has direct grant and loan programs for licensed child care providers. The Child Care Grant Program is funded at $491,000 for FY 1987 (down 56 percent from FY 1986) and is designed to encourage providers to become licensed, to improve the quality of care, and to maintain reasonable rates for families. Last year, 80 percent of licensed centers and 27 percent of licensed homes participated in the Grant Program, and received $9.50 to $14.73 per month (regionally adjusted) for each child care slot.

  Alaska's Child Care Loan Program is a revolving loan to providers for construction, renovation, or equipment purchase. The maximum loan amount is $50,000 at 7 percent interest, with up to 20 years to pay back the loan.

- **California** has a $1,018,000, interest-free, revolving loan fund for child care facilities, originally targeted at helping family child care facilities make improvements but now open to all child care providers.

  California also invests $250,000 in state funds for the California Child Care Initiative Project. Together with $700,000 raised from private sources, this enables six resource and referral agencies to recruit and train new family day care providers.

- **Connecticut** has two sources of business assistance for employers who wish to provide for their employees' child care needs:

  - A 50 percent corporate tax credit is available for employers that include child care in their benefit packages, and a 40 percent credit is available to for-profit employers that set up child care at or near the worksite.

  - The state's $250,000 low-interest loan program is financed through the sale of state bonds, and is available to nonprofit employers for start-up or expansion of child care to employees. The loan program is administered by the Department of Economic Development and is directed particularly toward serving low-income employees. In addition, a $550,000 grant program has been designated for state agencies and municipalities to expand local child care supply.

- **Florida** established a trust fund in FY 1985 for low-interest loans to child care providers. Loan amounts can be up to $100,000 when 25 percent of children enrolled in a program qualify for Title XX. No funds have been made available since the program began last year.

- In **Illinois** a pilot project with Chicago Community Trust will provide $500,000 for renovation and expansion loans to 10 Chicago child care centers. These loans then will be paid back by the state through increased reimbursement rates for the projected 300 new contracted slots made available by the expansion. Because of unanticipated architectural problems with the plans submitted by the 10 centers, no money has been disbursed. Final approval of the plans and the loans was expected in the fall of 1986.

- **Iowa** continued funding for its grant program for physical improvements in child care centers and homes at $430,000 for FY 1987. In addition, $225,000 for child care supply expansion was made available by revenues from the new state lottery and a supplemental appropriation by the legislature. This money can be used for start-up and expansion costs for school-age child care, infant care, and employer-sponsored child care programs. No grant may exceed $10,000.

- **Maryland** in FY 1987 added $200,000 to its Loan Guarantee Program, which started in FY 1985 with $750,000. The state can guarantee up to 80 percent of any loans secured by child care providers from private lending institutions for construction and renovation of child care space.

- **Massachusetts'** Industrial Finance Agency, which issues the state's industrial revenue bonds, has set up a $750,000 pilot loan fund for starting up, renovating, or constructing child care programs. The maximum loan size is $250,000. New England Telephone matched this amount, offering grants over the next three years to nonprofit day care centers to help pay for capital improvements and equipment. Grants will be made directly to child care centers in amounts up to $25,000. Massachusetts also has established an Office of Child Day Care within the Executive Office of Economic Affairs, which provides technical assistance to employers interested in addressing the child care needs of their employees.

- **New York's** legislature in 1985 approved $600,000 in initial funding for the Family Day Care Expansion Act. The state Department of Social Services is authorized to contract with individual nonprofit agencies or groups of nonprofits, or a social services district or a group of districts, to operate programs that will expand the availability of family day care services. Local social service districts may contract with non profit organizations for delivery of the expanded services.

  As summarized by the New York State Child Care Coordinating Council, programs selected must perform the following functions:

- Disseminate information to parents, social service agencies, referral services, employers, and community planners describing the identity, location, and scope of services available from existing day care providers.

- Identify community needs for day care services.

- Establish cooperative relationships between family day care providers and other child and family service providers in the area.

- Provide training, technical assistance, and other support services, including provision of equipment and supplies.

- Assist individuals to qualify as family day care providers and provide technical assistance concerning local zoning requirements and certificates.

- Educate individuals who enact and/or enforce local zoning ordinances, about the role of and need for family day care.

- **Ohio's** Department of Development's One-Stop Business Permit Center has developed a Day Care Start-Up Kit and offers seminars on the business aspects of starting a child care center.

CHILD CARE RESOURCE AND REFERRAL

Finding high quality, affordable day care can be a long, difficult process for parents. Resource and referral (R&R) programs can facilitate this process by linking parents and child care providers while offering valuable services to a community's child care system.

An R&R program keeps listings of licensed child care providers in its community, helping parents locate child care that meets their needs as well as advising parents on elements of a

positive child care situation. Above this basic function, adequately funded R&R programs can improve the quality of care by offering support services such as training to providers. In addition, these programs can be of invaluable assistance to policymakers interested in encouraging the rational development of child care in a community, because R&R programs have data on the need for and supply of specific types of child care. Such data can assist state and local policymakers in informed decision making as they consider various child care options. R&R centers also can help recruit and support new family day care providers.

States should provide start-up as well as operating support to R&R programs. This involves a relatively small investment, but is crucial to building a well-functioning community child care system.

- **California** has the largest state-funded R&R network in the country, with one center serving each of the state's 58 counties. In FY 1986-1987, the program was funded at $7,132,620. The FY 1986-1987 budget includes an additional $250,000 toward the California Child Care Initiative Project, a project mostly funded through private employers to enable six R&R projects to increase efforts at recruiting and training child care providers.

- **Connecticut** has moved gradually toward a statewide updated data base on available child care. This data base will be accessed through regional resource and referral agencies, with six currently in operation. State funding for resource and referral programs increased by $85,000 in FY 1986.

- The **District of Columbia** spends $52,000 to contract with a private nonprofit agency for R&R.

- **Iowa's** lottery and a supplemental appropriation generated $225,000 for child care supply expansion, a portion of which can be used for start-up and expansion of R&R programs. No grant may exceed $10,000.

- **Maryland** contracts with a private nonprofit agency that operates a network of five R&R programs statewide. The annual budget for the network is $88,591.

- In **Massachusetts** 10 nonprofit agencies are funded to provide regional R&R services, resource development, technical assistance, and day care training; $1.216 million has been allocated to this program.

- In **Michigan** 11 local agencies are funded to provide R&R services through an appropriation of $433,300.

- **New Jersey** allocated $300,000 for three regional R&R centers. In 1985, the state allocated $100,000 to develop a statewide computerized child care clearinghouse, which can support the work of the regional R&R programs.

- **New Mexico** spent $80,000 in state dollars in FY 1985 for R&R provided by two nonprofit agencies. The size of the contracts has been reduced in 1986 to a total of $30,000.

- In **New York** four R&R programs receive a total of approximately $250,000 through a separate legislative appropriation.

- **North Carolina**, between 1983 and 1985, spent $100,000 to start or increase services offered by 20 R&R programs.

- **Ohio's** state budget for FY 1985 included $250,000 to fund nine model R&R projects in public schools in conjunction with model pre-school programs.

- **Rhode Island** provides $50,000, part of which helps fund a R&R program in Providence called Options for Working Parents.

4. 1986 STATE CHILD CARE DEVELOPMENTS

The following is a summary of state legislative developments affecting the availability of funds to improve the affordability, availability, and quality of child care. Some states (Arizona, Arkansas, New Jersey, Oregon, Rhode Island, and Tennessee) have produced or plan to release gubernatorial or legislative reports on the status of child care. These have not been included in the summary as they have not, at this point, resulted in tangible improvements. In 1986, licensing changes are being tracked by Work-Family Directions. For licensing information, contact the organization at 200 The Riverway, Boston, Massachusetts, 02215.

ALABAMA

- Advocates headed off the threatened elimination of subsidized child care services by winning an emergency appropriation of $4 million in March 1986, allowing the program to continue to October 1.

ALASKA

- Declining oil revenues caused most state programs to be cut by 5 to 25 percent, which eliminated most of the proposed $1 million increase in the governor's budget for the state's Day Care Assistance Program.
- Eliminated a refundable child care tax credit.
- Reduced the Child Care Grant Program by 62 percent to $428,775. The program provides special grants for capital expenditures as incentives to licensing for family day care homes and centers.
- Eliminated for FY 1987 the annual state grant program for technical assistance and training to child care providers, which was funded at $100,000 in FY 1986.
- Cut funding by $260,000 for the Department of Education's Office of Curriculum (which certifies preschools), thereby limiting the amount of on-site monitoring, training, and technical assistance provided to programs.

ARIZONA

- Increased funding for the Title XX-funded child care subsidies program by $2.65 million or almost 18 percent between FY 1985 and FY 1986.

CALIFORNIA

- Increased funding for subsidized child care by approximately $41 million between FY 1985 and FY 1986, or more than 11 percent, including a 1 percent cost of living adjustment for all child care programs.

- Allocated $250,000 for the state share of California's Child Care Initiative Project (CCIP). This, together with $700,000 raised from private sources, will enable six resource and referral agencies to recruit and train 200 new child care providers and expand available child care spaces by 1,000.

- Passed a bill requiring that resource and referral programs be informed whenever a reported case of child abuse in a child care facility is substantiated.

COLORADO

- As a result of Gramm-Rudman cuts in the Social Services Block Grant, eliminated child care assistance for low-income families enrolled in two-year education programs (allowing no more than 12 months of child care support) and cut back child care expenditures for protective services and other children "at risk" of foster care placement.

- Increased funding by approximately $1 million or 14 percent in FY 1986.

CONNECTICUT

- Appropriated $3.6 million for salary increases in three state-run centers, raising assistant teacher salaries from $7,500 to $11,000 annually and those of head teachers from $10,100 to $14,500 a year.

- Appropriated $250,000 for municipalities to fund start-up of school-age child care programs in school facilities. The grants may not be used to provide subsidies.

- Changed the family day care regulation system from licensing to registration and substituted random spot checks for a yearly revisiting requirement.

- Set aside $50,000 for family day care training through cable television.

- Began a $330,000 pilot program to supplement their contracted Title XX child care system. (Connecticut uses three separate delivery systems for child care: the state contracts with private providers for services, runs its own programs, and offers vouchers, primarily to families receiving AFDC.) Families in selected training programs will be eligible for the supplemental money. It is hoped that employers participating in the training programs will add to these funds.

- Passed a $550,000 grant program for state agencies and municipalities to expand the local child care supply.

- Passed several state initiatives to encourage employers to help employees meet child care needs, including: a 50 percent corporate tax credit for employers who provide child care as part of their benefits package; a 40 percent tax credit with a cap of $20,000 for for-profit employers to set up child care at or near the work site; and a low-interest loan program set up for employers seeking to initiate or expand child care services for their employees, with a $250,000 allocation to the Department of Economic Development to make loans with a priority of serving low-income employees.

- Increased funding for resource and referral programs to $90,000 with a goal of creating a statewide network.

DELAWARE

- Increased the age of children eligible for subsidized care from 10 to 12 years of age.

- Approved revision of its sliding fee scale. Under the revisions, families earning up to 42 percent of the state's median income will be eligible for child care assistance. Previously, the maximum allowable income was 40 percent of the state's median income. The revisions also ensure that no eligible family will pay more than 10 percent of its gross monthly income for child care. Revisions take effect January 1, 1987.

DISTRICT OF COLUMBIA

- Increased funding for subsidized child care by almost $2 million, or nearly 15 percent, between FY 1985 and FY 1986.

FLORIDA

- Increased funding for subsidized child care by almost $7 million, an increase of more than 20 percent, over FY 1985. In FY 1987, the state will add an additional $4.5 million and be able to provide child care assistance to 1,700 additional children.

- Doubled to $750,000 last year's funding to help expand and start child care programs for teen parents.

- Passed a school-age child care bill that establishes an information clearinghouse and a pilot program. Appropriated $300,000 with an emphasis on using school district facilities as sites.

- Passed an expansion of the state's pre-school effort. Prior to passage of the bill, only the children of migrant workers were eligible for pre-school programs. The new bill broadens eligibility to include all "economically disadvantaged" three- and four-year-olds. The $750,000 appropriated for the first year of the pilot program will be distributed by local advisory councils overseen by a new State Advisory Council. Grants may go to public schools, Head Start, Title XX programs, for-profits, and nonprofits, which meet the laws' criteria. Grants will go to programs emphasizing parent involvement, education, health screening, and teacher training.

- Passed a statewide zoning bill prohibiting local governments from placing onerous burdens on family day care registration.

- Hired additional staff to monitor child care centers, allowing two new staff to be hired in each of the 11 districts.

GEORGIA

- Georgia reduced its FY 1987 Title XX child care budget by $8 million dollars, a decrease of 38 percent from FY 1986 levels. However, this will only reduce the number of children served by 1.7 percent. The choice was made to achieve savings through a 10 percent reduction in provider reimbursement rates as well as a weakening of staff-to-child ratio requirements.

HAWAII

- Eliminated a guarantee of a minimal amount of federal and state funds for child care assistance to low-income families except for children needing child care as a protective service, substituting this guarantee with a requirement that the child care budget be subject to the state biannual appropriations process. The state placed blame for this change on the cuts made as a result of Gramm-Rudman.

- Added four new licensing positions.

IDAHO

- Reduced funding for subsidized child care by more than 25 percent between FY 1985 and FY 1986.

- Failed for the fourth year to pass a mandatory licensing bill for child care, despite recommendations and support for the measure from the governor and his task force on child care.

ILLINOIS

- Increased the child care subsidy program by more than $5 million, or nearly 14 percent.

- Passed insurance reforms that included language allowing a child care program to re-negotiate its state contracts to account for increased liability insurance costs. However, this is not yet meaningful, because an estimated $15 million would be required to fund the increases in rates without cutting families from the program. No additional funds were passed to cover the higher rates that would result from factoring in the increased insurance costs.

- Added 45 additional staff positions for child care licensing.

INDIANA

- Passed, despite strong opposition from child care advocates, a bill to exempt religious pre-schools from licensing, redefining them as "Day Care Ministries." Previously, these child care centers had to meet the health, safety, and nutrition requirements included in the state licensing law.

- Failed to pass a bill reauthorizing the state's school-age child care legislation, which included funds to help low-income families pay for child care.

IOWA

- Increased the state child care tax credit from 10 to 45 percent of the allowable federal tax credit.

- Provided a supplemental appropriation of $490,000 for child care services in FY 1987 and eliminated a requirement for a county match to encourage more counties to provide Title XX-funded child care.

- Lowered reimbursement rates for child care providers.

- Appropriated additional monies to supplement last year's lottery bill, which had been expected to raise $1 million for child care but did not reach its goal. The Senate appropriation, when combined with lottery funds, should result in $225,000 to expand the supply of child care and $438,000 to provide child care assistance to JTPA participants.

KANSAS

- Added $641,227, or nearly 14 percent, to the Title XX child care subsidy program between FY 1985 and FY 1986, which will allow for a 6.5 percent rate increase for providers and 230 additional child care slots.

- Appropriated an additional $67,500 for child care licensing, but reduced inspections of programs from two to one visit per year.

- Passed a bill exempting church buildings from property taxes and allowing churches to use their buildings for nonprofit child care centers without losing tax exempt status.

KENTUCKY

- Increased FY 1986 funding for subsidized child care by nearly $1 million, or 12.5 percent, over FY 1985 levels, to increase salaries for child care providers.

- Established an Office of Early Childhood Education and Development in the Governor's Office to survey the need for pre-school education and fund several pilot projects.

LOUISIANA

- Established a $35 maximum fee for yearly family day care fire inspections.

MAINE

- Approved $50,000 for start-up of school-age child care programs. A new Office of Child Care Coordinator will make grants of up to $10,000 to fund up to 25 percent of the first year's costs for new school-age child care programs.
- Will increase the state child care tax credit over three years from 15 to 25 percent of the allowable federal dependent care tax credit.
- Added a requirement for 24 hours of training per year for child care center staff.
- Added two new licensing staff positions.

MARYLAND

- Added slightly less than $2 million in its FY 1986 budget, an increase of 10.5 percent over FY 1985 levels, to the subsidized child care program allowing for 500 new slots and a 5 percent increase in provider reimbursement rates. Recognizing the higher cost of infant care, allocated $50,000 to help to increase the rate paid to caregivers in group centers.
- Created an Interagency Council to coordinate the three separate departments responsible for licensing. The council is overseen by the Advisory Working Group made up of child care consumers, providers, and advocates.
- Passed a bill to make fire and safety standards for school-site school-age child care programs the same as existing standards for those schools.
- Required the state to survey state employees about child care needs where the state is acquiring or constructing a building with more than 700 employees. If a demonstrated need for child care results, an on-site child care facility must be established.

- Included in insurance reform legislation a provision stipulating that companies offering homeowner and automobile policies must offer riders to family day care homes. Immunity is granted to directors, officers, employees, and volunteers of charitable organizations, beyond the limit of their liability coverage.

MASSACHUSETTS

- Increased FY 1986 funding for subsidized child care by $7.4 million, which will include $3.8 million for the state's wage upgrading fund, an increased reimbursement rate for protective services, 200 new slots for children needing child care to protect them from abuse and neglect, and 200 new child care slots for low-income working families.

- Spent $18 million in FY 1986 to provide vouchers to fund 5,089 child care slots for children whose parents were participating in Massachusetts' Employment and Training Program (ET Choices). In FY 1987, the state projects serving 6,000 children at a cost of $20 million.

- Set aside $1 million to help child care centers and family day care homes with "extraordinary costs," such as insurance and rent.

- Funded resource and referral programs at $1.216 million, which will allow for six additional programs as well as additional funding for an existing program.

- Appropriated $750,000 for a loan fund for employers to start up, renovate, or construct child care programs for their employees. New England Telephone matched this amount, offering grants over the next three years to nonprofit day care centers to help pay for capital improvements and equipment. Grants will be made directly to child care centers in amounts up to $25,000.

- Appropriated $40,000 for the Office of Economic Affairs to continue its technical assistance to employers interested in providing for their employee's child care needs.

- Appropriated additional funds for the Office for Children to hire seven new group day care licensers and three additional support staff, and to create a reserve fund for family day care licensers.

- Appropriated $8.5 million for the Early Childhood Grants program (funds authorized in the Education Reform Act of 1985 to provide child care and pre-school services depending on a community's particular need), and an additional $2.8 million to supplement federal Head Start monies.

MICHIGAN

- Increased funding for subsidized child care by more than 10 percent, or more than $5 million, from FY 1985 to FY 1986.

- Postponed the authorization of a statewide pre-school initiative, passing instead a continuation of a pilot program funding early childhood development programs through schools, and child care and Head Start programs.

MINNESOTA

- Continued funding at $6.9 million for its sliding fee scale program targeted to families earning between 50 percent and 75 percent of the state's median income.

MISSISSIPPI

- Reduced funding for subsidized child care by more than $2 million, or more than 34 percent, in FY 1986, forcing the state to serve fewer children. Mississippi advocates successfully fought against the total elimination of the state's $4 million commitment to child care in FY 1987. A compromise resulted in a FY 1987 allocation of $3.7 million for child care at least through June 1987.

MISSOURI

- No major developments.

MONTANA

- No major developments.

NEBRASKA

- Increased FY 1986 funding for its subsidized child care program by 20.2 percent, or almost $670,000.

- Passed a bill requiring the licensure of school-age child care programs enabling school boards to run school-age child care programs.

NEVADA

- No major developments.

NEW HAMPSHIRE

- Reduced funding for subsidized child care by 17 percent, or about $700,000, in FY 1986.

NEW JERSEY

- Opened first state employer child care center in Princeton. The center has 80 slots and provides subsidy to families with lower incomes. The center will be used to assess benefits of on-site child care.

- Established a voucher child care project in the southern (rural) part of the state funded at $100,000 and providing care for 50 children.

NEW MEXICO

- Added 12.1 percent to its state child care budget between FY 1985 and FY 1986.

NEW YORK

- Appropriated $10.67 million, an increase of $4.55 million, for a special program passed last year for child care services for low-income families not receiving AFDC with incomes up to 175 percent of the federal poverty line, if the local social services districts obtain a waiver from 1985's eligibility standard of 125 percent. The legislature also allowed 5 percent of a locality's allocation up to a maximum of $50,000 to be used for administrative costs.

- Allowed $834,000 not spent in FY 1986 to be carried over to provide up to nine months of transitional child care subsidies for parents leaving public assistance for employment and $2 million for low-income teen parents who are completing high school or working toward their GEDs.

- Appropriated $600,000 for start-up costs for new after-school child care programs.

- Added $500,000 specifically earmarked for day care licensing and certification staff.

- Passed legislation to permit school districts to provide transportation from school to school-age child care programs.

NORTH CAROLINA

- Increased FY 1986 funding for subsidized child care by slightly more than $3 million or almost 14 percent more than was allocated in FY 1985.

NORTH DAKOTA

- No major developments.

OHIO

- Increased funding in FY 1986 for its subsidized child care program by almost $2.5 million, an increase of almost 11 percent.

- Increased licensing staff to allow one inspector for every 70 cases.

OKLAHOMA

- Increased funding for subsidized child care by almost $4.5 million, an increase of 32 percent over FY 1985 funding levels.

PENNSYLVANIA

- Increased state funding for child care by $6 million, almost 9 percent, between FY 1985 and FY 1986.

RHODE ISLAND

- Expanded and made permanent the pilot low-income child care subsidy program. Eligibility is broadened to include: families with incomes up to 150 percent of the federal poverty level; parents in vocational training or post-secondary undergraduate education programs that can be completed in two years or less (previously, only parents enrolled in WIN could receive help, and then only during the last year of approved training programs); and parents who are employed and receiving public assistance (since 1981, these very poor families

have had to use the IV-A Child Care Disregard to help to pay for child care, a method that does not provide amounts adequate to ensure use of a high quality child care program).

- Established a $200,000 school-age child care grant program to encourage communities to develop before- and after-school child care programs. Grants can be made to either public or private nonprofit community agencies. Funds can be used to assist in the planning, establishment, and operation of programs. The maximum grant allowed to any one community is $30,000 with a 25 percent local match requirement.

- Appropriated additional funding for resource and referral programs, bringing the total to $50,000. The Chamber of Commerce is providing space and utilities.

- Appropriated $345,000 to supplement federal Head Start funds.

- Eliminated a licensing exemption for programs that operate for less than four hours so that school-age and infant care programs that operate for shorter time periods will be licensed.

- Increased the state's contribution to the child care costs of parents under their sliding fee scale program resulting in increased financial assistance for child care for all parents qualifying under the eligibility guidelines.

- Appropriated $50,000 for training and materials development for non-English speaking family day care providers (Laotians, Cambodians, and Hispanics).

SOUTH CAROLINA

- No major developments.

SOUTH DAKOTA

- No major developments.

TENNESSEE

- No major developments.

TEXAS

- No major developments.

UTAH

- Legislature reduced child care subsidy funding by $1 million for FY 1987, a reduction of approximately 10 percent.

VERMONT

- Increased subsidized child care funding by more than 25 percent, or $397,000, in FY 1986.
- Passed legislation requiring that family day care homes serving six or fewer children be considered a "permitted single family residential use" of property for the purposes of zoning.

VIRGINIA

- Created a child care program targetted to low-income working families not eligible for AFDC and allocated $1.5 million for each year of the biennium, 1986 and 1987.

WASHINGTON

- Increased funding for child care by more than $1.5 million, or nearly 17 percent, in 1986.
- Appropriated $2.9 million to implement pre-school legislation, supporting Head Start-like programs, which was authorized in 1985.

WEST VIRGINIA

- Failed to pass a bill requiring the registration of family day care homes.

WISCONSIN

- Increased funding by almost $2 million, or 13 percent, in FY 1986.
- Created a pilot day care center for the children of state employees; funding for the center is set at $133,700.

- Established a child care fund of $400,000 for employment and training pilot programs to help families receiving AFDC enter the job market.

- Allocated $232,900 to add six new child care licensing staff people.

WYOMING

- Eliminated Title XX-funded child care for working parents receiving AFDC, requiring them to use the IV-A Disregard.

- Revised licensing requirements to require first aid training, five clock hours of continuing education for all staff in contact with children, and to eliminate the use of physical punishment.

APPENDICES

TOTAL EXPENDITURES ON CHILD CARE TITLE XX/SOCIAL SERVICES BLOCK GRANT 1981-1986, NOT ADJUSTED FOR IMPACT OF INFLATION

State	FY 1981	FY 1985	FY 1986	% Change 1985-1986	% Change 1981-1986
ALABAMA	$ 16,637,000	$10,400,000	$10,400,000	0	- 37.5
ALASKA*	3,199,400	8,460,200	8,812,700	+ 4.2	+175.4
ARIZONA	15,818,300	14,869,700	17,529,300	+17.9	+ 10.8
ARKANSAS	3,727,316	3,288,507	3,143,235	- 4.4	- 15.7
CALIFORNIA*	230,000,000	279,000,000	310,297,239	+11.2	+ 12.5
COLORADO	14,800,000	9,277,852	10,223,646	+14.1	- 28.5
CONNECTICUT	17,174,772	16,850,319	16,850,198	- 0.00072	- 1.9
DELAWARE	4,285,061	2,782,399	2,707,763	- 2.7	- 36.8
DISTRICT OF COLUMBIA	11,370,000	13,198,000	15,137,000	+14.7	+ 33.1
FLORIDA	26,119,006	36,095,065	43,964,009	+21.8	+ 68.0
GEORGIA	20,581,855	20,963,289	21,891,213	+ 4.4	+ 6.4
HAWAII	2,935,409	1,902,146	1,891,864	- 0.5	- 35.6
IDAHO	unavailable	54,580	40,784	-25.3	-
ILLINOIS	55,966,100	41,160,000	46,866,200	+13.9	- 16.3
INDIANA	8,493,000	9,534,732	9,557,500	+ 0.2	+ 12.5
IOWA	2,201,537	2,286,692	2,475,883	+ 8.3	+ 12.5
KANSAS	8,842,801	3,332,856	3,787,760	+13.6	- 57.2
KENTUCKY	3,750,000	5,981,832	6,731,082	+12.5	+ 79.5
LOUISIANA	10,422,414	13,093,853	10,424,117	-20.4	+ 0.02
MAINE	3,742,940	4,200,126	4,480,425	+ 6.7	+ 19.7
MARYLAND	13,000,000	14,800,000	16,349,562	+10.5	+ 25.8
MASSACHUSETTS	43,000,000	50,010,000	68,556,000	+37.1	+ 59.4
MICHIGAN	21,649,171	5,200,000	5,748,600	+10.6	- 73.4
MINNESOTA	1,726,810	unavailable	unavailable	-	-
MISSISSIPPI	6,008,072	6,166,581	4,051,723	-34.5	- 32.6
MISSOURI	3,111,044	9,686,879	10,175,136	+ 5.0	+227.1
MONTANA*	214,713	245,346	245,346	0	+ 14.3
NEBRASKA	3,813,880	3,318,023	3,986,217	+ 7.2	+ 4.6
NEVADA	921,995	248,843	240,494	- 3.4	- 73.9
NEW HAMPSHIRE	3,030,000	3,906,000	3,867,392	- 1.0	27.6
NEW JERSEY	36,829,400	32,110,000	34,033,490	+ 5.9	- 7.6
NEW MEXICO	2,407,833	3,077,047	3,450,000	+12.1	+ 43.3
NEW YORK	124,700,000	155,000,000	160,000,000	+ 3.2	+ 28.3
NORTH CAROLINA	18,987,311	21,444,900	24,390,614	+13.7	+ 28.5

State	FY 1981	FY 1985	FY 1986	% Change 1985-1986	% Change 1981-1986
NORTH DAKOTA	536,718	unavailable	unavailable	-	-
OHIO	$35,700,000	$24,100,000	$26,706,712	+10.8	- 25.2
OKLAHOMA	15,002,733	14,000,000	18,473,058	+31.9	+ 23.1
OREGON*	2,954,744	3,940,773	4,137,255	+ 5.0	+ 40.0
PENNSYLVANIA	61,334,926	60,313,000	65,525,000	+ 8.6	+ 6.8
RHODE ISLAND	3,810,000	1,190,593	1,349,602	+13.5	- 64.6
SOUTH CAROLINA	11,525,906	12,107,394	11,909,961	- 1.6	+ 3.3
SOUTH DAKOTA	1,159,778	124,000	127,124	+ 2.5	- 89.0
TENNESSEE	14,180,000	13,959,897	12,838,371	- 8.0	- 9.5
TEXAS	33,201,784	32,727,244	32,705,969	- 0.065	- 1.5
UTAH	4,770,100	9,193,200	9,253,784	+ 0.7	+ 93.9
VERMONT	1,157,580	1,900,000	2,381,000	+25.3	+105.7
VIRGINIA	8,096,954	2,941,155	3,323,304	+13.0	- 58.9
WASHINGTON	4,800,000	9,650,757	11,265,000	+16.7	+134.7
WEST VIRGINIA	7,158,261	5,675,000	5,675,000	0	- 20.7
WISCONSIN	7,920,660	10,421,870	11,200,000	+13.0	+ 39.1
WYOMING	900,000	2,100,000	2,783,496	(+32.5)	(+209.3)

* State uses no federal Title XX/SSBG funds for child care, all funds are state monies.

Notes: Total Expenditures on Child Care Title XX/Social Services Block Grant

ALABAMA — Figures for FY85 and FY86 both include $200,000 in WIN child care funds.

ALASKA — Figure does not include WIN or Title XX/SSBG funds. Title XX is only used for protective services.

ARIZONA — The FY85 figure provided was an estimate by the state's Administration of Children and Youth and Families.

<u>ARKANSAS</u>	The figure provided on the table for FY86 was supplied by the state Title XX child care administrator. Child care advocates estimate that the figure is $3,106,571.
<u>CALIFORNIA</u>	The figure shown does not include $4,719,955 in JTPA funds used for child care, in FY85-86.
<u>COLORADO</u>	In addition to funding figures provided, Colorado spent $361,542 in WIN funds in FY86, 73 percent of which was federal monies, for child care.
<u>DELAWARE</u>	Despite an increase in state funding for child care assistance between FY85 and FY86 of $120,000, the state's total child care assistance budget fell due to a 4 percent cut applied to the program after March 1986 federal budget reductions.
<u>IOWA</u>	The funding figure provided for FY86 is an estimate actual expenditure provided by State Department of Human Services.
<u>LOUISIANA</u>	The figures provided only represent funds spent on direct service. They do not reflect administrative cost.
<u>MASSACHUSETTS</u>	The funding figures provided only represents monies spent by the Department of Social Services for child care. They do not include $18,000,000 in FY86 spent by the Department of Public Welfare on its voucher day care project which provides child care assistance to parents participating in the state's E.T. program.
<u>MICHIGAN</u>	FY86 figure represents the total expenditure for FY86 ($5,348,600 plus a supplemental appropriation of $400,000).
<u>MISSISSIPPI</u>	The figure shown for FY86 is the amount to be spent in state FY86, which runs from October 1986 to September 1987.
<u>MISSOURI</u>	FY85 and FY86 figures are actual expenditures provided by the State Department of Social Services and include both income eligible and protective services child care.

NEW HAMPSHIRE — The FY86 figure does not include $640,000 for protective services child care.

NEW JERSEY — Funding figures for 1985 and 1986 do not include the state's spending for the operation of state-sponsored child care centers or the state's voucher program. The state spent $4,400,000 in FY85 and $4,450,000 in FY86 to operate the state-owned child care centers, 90 percent of the children attending these state centers receive protective services child care. The state spent $275,000 in FY85 and $375,000 in FY86 on its voucher day care program.

NEW MEXICO — The 1985 and 1986 figures appearing on the table are estimates provided or confirmed by the state Department of Human Services.

NEW YORK — FY 1985 and 1986 are estimates provided by the state Department of Social Services.

NORTH CAROLINA — All figures are actual expenditures. The FY85 figure includes $14.1 million state funds to purchase child care for children of employed parents, parents in training, children with special developmental needs, and children who require protective service child care. The amount of federal SSBG funds received by the state was reduced by $1,039,147, but additional state funds allowed service levels to be maintained.

OREGON — The funding figure does not include funds spent for the migrant child care program, funded at $719,753 in FY86 or the supportive remedial child care program, $159,625 in FY86. These funds are a mix of state funds and federal Title XX funds.

SOUTH CAROLINA — The reduction in child care funding between 1985 and 1986 is the result of a $162,030 federal reduction and $35,403 in reduced state funds.

UTAH — The FY86 figure is the actual amount spent to purchase care, the figure includes WIN funds and funds for subsidized refugee child care.

WYOMING

The figure shown is a projected FY86 figure provided by the state. Wyoming does not separate out child care from other social services spending. The increase represents spending for a number of social services.

1981 CHILD CARE FUNDING ADJUSTED TO ACCOUNT FOR INFLATION BETWEEN FY81 AND FY86 +

State	Actual FY86 Spending	What FY86 funding levels would have to be to equal FY81 spending adjusted inflation
Alabama	$ 10,400,000	$20,447,766
Alaska *	8,812,700	3,932,063
Arizona	17,529,300	19,440,691
Arkansas	3,143,235	4,580,871
California*^	310,297,239	-
Colorado	10,223,646	18,189,200
Connecticut	16,850,198	21,107,795
Delaware	2,707,763	5,266,340
District of Columbia	15,137,000	13,973,730
Florida	43,964,009	32,100,258
Georgia	21,891,213	25,295,100
Hawaii	1,891,864	3,607,618
Idaho^	40,784	-
Illinois	46,866,200	68,782,337
Indiana	9,557,500	10,437,879
Iowa	2,475,883	2,705,689
Kansas	3,787,760	10,867,802
Kentucky	6,731,082	4,608,750
Louisiana	10,424,117	12,809,147
Maine	4,480,425	4,600,073
Maryland	16,349,562	15,977,000
Massachusetts	68,556,000	52,847,000
Michigan	5,748,600	26,606,831
Minnesota	unavailable	2,122,250
Mississippi	4,051,723	7,383,921
Missouri	10,175,136	3,823,473
Montana*	245,346	263,882
Nebraska	3,988,217	4,687,259
Nevada	240,494	1,133,132
New Hampshire	3,867,392	3,723,870

State	Actual FY86 Spending	What FY86 funding levels would have to be to equal FY81 spending adjusted inflation
New Jersey	34,033,490	22,631,666
New Mexico	3,450,000	2,959,227
New York	160,000,000	153,256,300
North Carolina	24,390,614	23,335,405
North Dakota	unavailable	659,626
Ohio	$ 26,706,712	$ 43,875,300
Oklahoma	18,473,058	18,438,359
Oregon*	4,137,255	3,631,380
Pennsylvania	65,525,000	75,380,624
Rhode Island	1,349,602	4,682,490
South Carolina	11,909,961	14,165,338
South Dakota	127,124	1,425,367
Tennessee	12,838,371	17,427,220
Texas	32,705,969	40,804,993
Utah	9,253,784	5,862,453
Vermont	2,381,000	1,422,666
Virginia	3,323,304	9,951,157
Washington	11,265,000	5,899,200
West Virginia	5,675,000	8,797,503
Wisconsin	11,200,000	9,734,491
Wyoming	2,783,496	1,106,100

\+ - An inflation factor of 22.9 was used to calculate the figures. Since calculations were done in September '86, final inflation figures for FY 86 ending in October '86 were unavailable. The figure 22.9 was calculated with the assumption that the rate of inflation was the same in September as it was in August.

* - State uses no federal Title XX/SSBG funds for child care, all funds are state monies.

^ - 1981 data for California and Idaho not available.

CHILDREN SERVED OR SLOTS PROVIDED BY TITLE XX SOCIAL SERVICES BLOCK GRANT FUNDS

State	FY 1981	FY 1985	FY 1986	Percentage Change 1985-1986	Percentage Change 1981-1986
ALABAMA	13,000	8,000	8,500	+ 6.3	- 34.6
ALASKA*	17,029	36,336	37,900	+ 4.3	+122.6
ARIZONA	15,115	14,674	17,429	+18.8	+ 15.3
ARKANSAS	2,179	1,795	1,744	- 2.8	- 20.0
CALIFORNIA*		77,819	71,492	- 8.1	-
COLORADO	9,982	6,701	7,191	+ 7.3	- 28.0
CONNECTICUT	10,600	9,800	10,511	+ 7.3	- 0.8
DELAWARE	2,100	1,376	1,376	0	- 34.5
DISTRICT OF COLUMBIA	5,435	6,521	6,512	- 0.1	+ 19.8
FLORIDA	16,385	19,000	21,000	+10.5	+ 28.2
GEORGIA	8,200	8,161	8,020	- 1.7	- 2.2
HAWAII	5,949	1,747	1,198	-31.4	- 79.9
IDAHO	550	607	-	-	+ 27.8
ILLINOIS	28,100	17,198	20,293	+18.0	- 27.8
INDIANA	11,200	11,339	7,813	-	-
IOWA	1,729	1,917	1,250	-34.8	- 27.7
KANSAS	5,996	2,687	2,882	+ 7.2	- 51.9
KENTUCKY	6,985	6,581	6,800	+ 3.3	- 2.6
LOUISIANA	7,553	7,830	6,937	-11.4	- 8.2
MAINE	2,918	2,270	2,973	+31.0	+ 1.9
MARYLAND	6,830	6,945	7,445	+ 7.2	+ 9.0
MASSACHUSETTS	12,000	-	15,550	-	+ 29.6
MICHIGAN	35,779	4,080	4,574	+12.1	- 87.2
MINNESOTA	41,961	-	15,000	-	-
MISSISSIPPI	4,800	4,523	4,250	- 6.0	- 11.5
MISSOURI	-	6,648	6,775	+ 1.9	-
MONTANA*	1,100	525	441	-16.0	- 59.9
NEBRASKA	9,510	9,296	11,329	+21.9	+ 19.1
NEVADA	879	250	240	- 4.0	- 72.7
NEW HAMPSHIRE	4,000	5,676	4,859	-14.4	+ 21.5
NEW JERSEY	11,302	12,693	13,500	+ 6.4	+ 19.4
NEW MEXICO	5,109	2,526	2,700	+ 6.9	- 47.2
NEW YORK	94,442	57,100	57,100	0	-
NORTH CAROLINA	15,000	15,000	14,500	- 3.3	- 3.3
NORTH DAKOTA	100	386	-	-	-

State	FY 1981	FY 1985	FY 1986	Percentage Change 1985-1986	Percentage Change 1981-19865
OHIO	39,650	14,130	15,200	+ 7.6	- 61.7
OKLAHOMA	16,500	11,500	13,000	+13.0	- 21.2
OREGON*	2,697	3,458	3,509	+ 1.4	+ 30.1
PENNSYLVANIA	23,431	22,600	23,171	+ 2.5	- 1.1
RHODE ISLAND	2,113	794	850	+ 7.1	- 59.8
SOUTH CAROLINA	4,966	5,000	5,091	+ 1.8	+ 2.5
SOUTH DAKOTA	2,044	150	1,379	-	-
TENNESSEE	13,000	12,967	12,555	- 3.1	- 3.4
TEXAS	11,421	13,319	14,943	+12.2	+ 30.8
UTAH	4,352	6,741	7,433	+10.3	+ 70.7
VERMONT	1,300	1,100	1,350	+22.7	+ 3.8
VIRGINIA	5,200	2,737	3,083	+12.6	- 40.7
WASHINGTON	4,078	5,768	6,205	+ 7.5	+ 52.1
WEST VIRGINIA	5,200	4,500	4,500	+ 0	- 13.5
WISCONSIN	7,774	13,000	-	-	-
WYOMING	-	(1,700)	(2,542)	(+49.5)	-

* State uses no federal Title XX/SSBG funds for child care, all funds are state monies.

Note: The number of children served cannot be totaled because some states keep a record of child care slots while others provide data on total number of children served. For further explanation, see footnotes.

Notes: Children Served or Slots Provided by Title XX Social Services Block Grant Funds

ALABAMA — The estimated number of children served is 8,500. The number of full time equivalent slots is 6,523.

ALASKA — The number of children served is 37,900. The unduplicated count is 5,561.

ARIZONA — The figure shown is estimated number of children served.

ARKANSAS — The figure shown is the number of full time equivalent slots. Children served in these slots was 4,263 in FY86.

CALIFORNIA	A rate increase resulted in more money spent to serve fewer children. Figures do not include child care funding through the WIN program.
COLORADO	The figure shown is the average number of children served per month. In addition to this number, Colorado in FY86 served 353 children with WIN funds in contrast to 763 with WIN funds in 1981.
CONNECTICUT	The figure shown is the combined number of full time equivalent slots in state funded centers (4,203) and in the purchase of service program (1,747). The figures given for 1985 and 1981 are estimated number of children served.
DELAWARE	FY85 and FY86 figures does not include WIN children.
FLORIDA	The FY81 figures are numbers of children served. For FY85, 25,000 children were served, with 19,000 full time equivalent slots. In FY86, 30,000 were served in 21,000 FTE slots.
GEORGIA	FY85 and FY86 figures are the number of slots purchased by the state, not the number of children served.
IDAHO	FY85 and FY86 figures are duplicated monthly counts.
ILLINOIS	The figures for each year are the numbers of full time equivalent slots.
INDIANA	Despite level funding of child care between FY85 and FY86, the preceeding chart reflects a drastic reduction in the number of child care slots funded. State officials attribute this to inconsistent methods of counting children served, an increase in provider reimbursement rates, and the fact that many of the school-age children who had been receiving Title XX-funded child care prior to the creation of the state-funded school-age child care program have moved out of Title XX and into the new program.

IOWA	The FY85 and FY86 counts are monthly averages.
KANSAS	The FY81 figure includes 35 WIN children. The FY86 figure is a monthly average.
KENTUCKY	Figures are for the number of children being served by the Title XX child care program.
LOUISIANA	FY85 and FY86 figures include both vendor and purchase of service. The FY86 figure is projected.
MAINE	The figures shown are the number of slots purchased by the state. The large increase in slots and the relatively small increase in funding, according to state officials, can be explained by the fact that the state has greatly increased the number of children in protective service child care. This means that the state is purchasing more slots but they are for shorter periods of time.
MARYLAND	The figures are duplicated counts of numbers of children served. The unduplicated count of actual children served in FY86 is 11,167.
MASSACHUSETTS	The figures provided only represent the day care slots purchased by the Department of Social Services, and do not include child care spaces funded through the Voucher programs operated by the Department of Public Welfare to provide child care to participants in the state's Employment and Training program (ET). In FY86 the state purchased 5,079 child care slots through this program.
MICHIGAN	All figures represent an estimated average number of children served per month.
MISSISSIPPI	Numbers of children served are shown for FY81, FY85, and FY86.
MISSOURI	The FY85 and FY86 figure are both monthly averages.
NEBRASKA	The figure for FY85 and FY86 are average annual unduplicated counts.

NEVADA	FY85 and FY86 figures are estimated duplicated counts prior to final count.
NEW HAMPSHIRE	The FY85 figure is an estimated unduplicated count. The FY86 figure is the actual number of children served, and does not include an estimated 260 children in protective services child care.
NEW JERSEY	The FY81 figure is an estimate that was arrived at by dividing the states two year child care allocation of $22,302 in half. The figures for FY85 and FY86 represent the total number of slots. The projected FY87 figure = 13,630. These figures do not include slots in state-run centers (FY85: 985 slots; FY86 and FY87: 925 slots), and average count of vouchers (FY85: 120, FY86: 170, and FY87: 170).
NEW MEXICO	The FY86 figure was provided by the state as an esimtated number of children served per month. The estimated figure for FY87 is 2,400 per month.
NEW YORK	The FY81 figure includes both adults and children served. The FY85 figure represents the total number of children served. The FY86 figure is the projected number of children served for the entire year based on the first nine months of the new fiscal year. The number of slots funded for FY86 are 16,000 full time and 31,300 part time. The part time slots are mostly for school-age child care.
NORTH CAROLINA	FY85 and FY86 figures are average unduplicated monthly counts of children served.
OREGON	The FY85 count includes children with recipients and participants. FY86 figure is average monthly caseload, and does not include children served in the migrant (279 average daily population), or supportive remedial child care programs. (146 average daily population).

PENNSYLVANIA	The FY86 figure represents the actual number of children served. The FY87 projected figure is 22,612.
RHODE ISLAND	FY86 figure is the number of children served over an 11-month period. Figures given represent the number of children served.
SOUTH DAKOTA	FY85 figure is based on estimates calculated by the number of families served. FY86 is a duplicate count of children served over the course of the fiscal year, state was unable to provide an unduplicated count, therefore meaningful year-to-year comparisons are impossible.
TENNESSEE	FY81 and FY85 figures represent number of children served.
UTAH	FY85 and FY86 figures are monthly averages.
VERMONT	FY85 and FY86 figures are monthly averages. Proposed monthly average for FY87 is 1,400 children served.
VIRGINIA	Figures shown represent average number of children served per month.
WASHINGTON	Figures shown represent average number of children served per month.
WEST VIRGINIA	Figures represent the number of children served.
WYOMING	1985 and 1986 counts are estimates. The numbers represented cover clients served a variety of social service programs including child care.

INCOME ELIGIBILITY GUIDELINES FOR CHILD CARE ASSISTANCE
(Figures are percentage of state median income, unless otherwise specified)*

State	Maximum Percentage of State Median Income Which Families Can Earn and Remain Eligible For Child Care Assistance 1986	Maximum Allowable Annual Income For Family of Three in 1986	Comments
ALABAMA	48%	$ 9,096	Alabama requires subsidized families to pay a minimum fee of $2.00-$20.00 per week toward the cost of care, depending on income.
ALASKA	--	$23,700 (urban)-$31,164 (remote)	Alaska calculates eligibility on the basis of adjusted net income, and takes into account the higher cost of living in the more remote areas of the state.
ARIZONA	65%	$15,048	Arizona pays child care subsidies based on family size and income. The reimbursement rate for providers is also adjusted according to family size and income.
ARKANSAS	80%	$14,971	

State	Maximum Percentage of State Median Income Which Families Can Earn and Remain Eligible For Child Care Assistance 1986	Maximum Allowable Annual Income for Family of Three in 1986	Comments
CALIFORNIA	84%-100%	--	California allows families to enter the child care subsidy program up to 84% of SMI. Once in the program, these families are allowed to earn up to 100% of SMI before becoming ineligible. The eligibility standards do not hold true for JTPA participants.
COLORADO	53.4%	$14,496	
CONNECTICUT	45%	$14,252	The figures given are for Connecticut's purchase of care programs. The state also provides child care directly through state-run child care centers. These centers have a sliding scale fee schedule so that parents pay between $0 and $75.00 per week for one full time child, depending on income.
DELAWARE	40%	$10,620	As of January 1, 1987, Delaware will increase eligibility to 42% of state median income, allowing a family of three to earn up to $11,856 and still receive child care assistance.

State	Maximum Percentage of State Median Income Which Families Can Earn and Remain Eligible For Child Care Assistance 1986	Maximum Allowable Annual Income for Family of Three in 1986	Comments
DISTRICT OF COLUMBIA	115%-124%	$22,584-24,610	The District of Columbia allows families to enter the child care subsidy program up to $22,684. Once in the program, families can earn up to $24,610 before becoming ineligible.
FLORIDA	150% of the federal poverty level	$12,708	
GEORGIA	55%	$11,874	
HAWAII	-	$10,152	Hawaii no longer uses a percentage of median income to determine eligibility.
IDAHO	N/A	N/A	In Idaho, Title XX/SSBG funds can only be used to provide child care for parents on AFDC after WIN and WIN funds have been exhausted. In cases of the need for protective services, there is no income test.
ILLINOIS	80%	$17,426	
INDIANA	150% of the federal poverty level	$13,272	

State	Maximum Percentage of State Median Income Which Families Can Earn and Remain Eligible For Child Care Assistance 1986	Maximum Allowable Annual Income for Family of Three in 1986	Comments
IOWA	-	$10,608	Iowa increases eligibility guidelines based on social security increases.
KANSAS	185% of the federal poverty level	$16,872	
KENTUCKY	60%	$11,961	
LOUISIANA	57.8%	$ 9,792	
MAINE	115%	$18,420	
MARYLAND	80%	$18,409	
MASSACHUSETTS	70%-115%	$17,292-28,404	Massachusetts allows families earning 70 percent of the SMI to enter the child care subsidy program. Once in the program, families are allowed to earn up to 115% of SMI before becoming ineligible.
MICHIGAN	80%	$22,260	Michigan's Young Parents program eligibility allows any parent under age 21 to receive child care assistance regardless of income if it is needed to complete high school education.

State	Maximum Percentage of State Median Income Which Families Can Earn and Remain Eligible For Child Care Assistance 1986	Maximum Allowable Annual Income for Family of Three in 1986	Comments
MINNESOTA	75%	$19,395	Minnesota's sliding fee scale program, which is all state funds, picks up after Title XX serving families earning between 50 and 75 percent of the state median income.
MISSISSIPPI	250% of the federal poverty level	$22,125	
MISSOURI	-	$13,500	Missouri's income eligibility is not based on state median income nor the federal poverty index.
MONTANA	AFDC Eligibility Limit	$ 9,504	
NEBRASKA	49%	$ 7,200	
NEVADA	N/A	N/A	Nevada only provides child care assistance to families in need of protective services child care, and for this assistance there are no income eligibility requirements. Clark and Washoe counties use some county funds for working and training income-eligible families.

State	Maximum Percentage of State Median Income Which Families Can Earn and Remain Eligible For Child Care Assistance 1986	Maximum Allowable Annual Income for Family of Three in 1986	Comments
NEW HAMPSHIRE			The state pays the full cost of care for families earning under 180% of the federal poverty level. Between 180% and 190% families pay 50% of the cost.
NEW JERSEY	80%	$24,493	New Jersey bases income eligibility on 1983 state median income.
NEW MEXICO	46%	$10,000	
NEW YORK	106%	$23,177	
NORTH CAROLINA	75%	$13,652	
NORTH DAKOTA	N/A	N/A	North Dakota only provides child care assistance to families in need of protective services child care, and for this assistance there are no income eligibility requirements.
OHIO	100%	$22,764	Ohio families earning 100 % of state median income are eligible for partial assistance on a sliding fee scale basis.
OKLAHOMA	-	$11,700	
OREGON	-	$17,079	Oregon adjusts its income eligibility standard on the basis of changes in the consumer price index.

State	Maximum Percentage of State Median Income Which Families Can Earn and Remain Eligible For Child Care Assistance 1986	Maximum Allowable Annual Income for Family of Three in 1986	Comments
PENNSYLVANIA	90% of B.L.S.I.S.	$17,496	Pennsylvania bases its income eligibility scale on the Bureau of Labor Statistics Intermediate Standards.
RHODE ISLAND	150% of the federal poverty level	$15,510	Originally Rhode Island's maximum income eligibility limit equalled 150% of federal poverty level. Subsequent increases in the maximum allowable income have been arbitrary. This income eligibility limit is an increase over last year, in 1985 the eligibility limit for a family of three was $15,001.
SOUTH CAROLINA	175% of the federal poverty level	$15,690	
SOUTH DAKOTA	185% of state	$ 8,004	All South Dakota families receiving AFDC use the of need AFDC-IVA disregard. Title XX is used to pay for child care of parents in training.
TENNESSEE	70%	$14,039	
TEXAS	47%	$11,856	
UTAH	54%	$13,224	

State	Maximum Percentage of State Median Income Which Families Can Earn and Remain Eligible For Child Care Assistance 1986	Maximum Allowable Annual Income for Family of Three in 1986	Comments
VERMONT	73%	$15,324	Vermont's guidelines provided here take effect 10-1-87. Under the new guidelines free care is provided up to 44% of SMSI.
VIRGINIA	50%	-	Under Virginia's new sliding fee scale program, counties may provide child care assistance to families earning up to 70% of the state median income. However, only one county is serving families earning this much. Most counties limit assistance to families with incomes of 50 % of the state median income.
WASHINGTON	52%	$13,308	Washington families with incomes above 38% of the state median income pay part of the cost.
WEST VIRGINIA	77%	$12,684	
WISCONSIN	70%-82%	$14,964-$17,520	
WYOMING	54%	$10,428	

* Several states no longer keep track of child care eligibility based on median income.

STATE TITLE XX/SOCIAL SERVICES BLOCK GRANT CENTER-BASED PROVIDER REIMBURSEMENT RATES

(Rates shown are maximum daily rates for preschool care, except as otherwise noted)

State	FY 1985	FY 1986
ALABAMA	$ 140.00-155/mo.	$ 140.00-155/mo.
ALASKA*	14.00- 16.46	14.00- 16.46
ARIZONA	8.60	9.55
ARKANSAS	.50- 1.10/hr.	.50- 1.10/hr.
CALIFORNIA*	16.77	18.69
COLORADO	9.50- 15.00	9.50- 15.00
CONNECTICUT	40.00- 60.00/wk.	45.00/wk.
DELAWARE	50.00- 52.00/wk.	50.00- 52.00/wk.
DISTRICT OF COLUMBIA	13.00	13.00
FLORIDA	37.50/wk.	38.50/wk.
GEORGIA	46.70/wk.	46.70/wk.
HAWAII	1,079/ann.	1,200-6,216/ann.
IDAHO	13.00	13.00
ILLINOIS	11.72	12.62
INDIANA	9.50	10.00- 12.00
IOWA	12.25- 12.50	12.50- 12.75
KANSAS	7.55(a)	8.73
KENTUCKY	7.00(a)	8.00
LOUISIANA	7.00	7.00
MAINE	59.75/wk.(a)	63.56/wk.
MARYLAND	9.75	10.00
MASSACHUSETTS	13.92(a)	16.15
MICHIGAN	7.74	8.12
MINNESOTA	counties set rates	
MISSISSIPPI	7.00- 12.00	7.00- 12.00
MISSOURI	7.00	7.00
MONTANA*	8.50	9.00
NEBRASKA	7.84(a)	7.50
NEVADA	12.00	15.00
NEW HAMPSHIRE	8.00	8.00

State	FY 1985	FY 1986
NEW JERSEY	8.93- 9.50	9.71- 10.31
NEW MEXICO	6.50	7.50
NEW YORK STATE	55.00/wk.	60.00/wk.
NEW YORK CITY	82.50/wk.	97.25/wk.
NORTH CAROLINA	185.00/mo.(a)	market rate
NORTH DAKOTA	counties set rates according to market	
OHIO	$ 15.83	$ 16.64
OKLAHOMA	8.00	9.00
OREGON*	200.00/mo.	206.00/mo.
PENNSYLVANIA	13.68	14.23
RHODE ISLAND	44.00/wk.(b)	49.00/wk.
SOUTH CAROLINA	1.20- 1.50/hr.	1.25- 1.57/hr.
SOUTH DAKOTA	1.00/hr.(a)	1.00/hr.
TENNESSEE	30.00/wk.	30.00/wk.
TEXAS	10.28	-
UTAH	7.60	7.95
VERMONT	1.31/hr.	1.38/hr.
VIRGINIA	7.57(a)	8.80(a)
WASHINGTON	8.61	8.89
WEST VIRGINIA	7.00	7.00
WISCONSIN	counties set rates according to market rates	
WYOMING	1.00/hr.	1.00/hr.

* State uses no federal Title XX/SSBG funds for child care, all funds are state funds.

(a) average rate
(b) absolute rate

Notes: State Title XX/Social Services Block Grant Center-Based Provider Reimbursement Rates

ALABAMA — For FY85 and FY86, $140 per month is the maximum rate paid for the care of children two-and-a-half to six years of age; $155.00 is the rate of pay for children under two-and-a-half years of age.

ALASKA

Alaska pays $14.00-16.46 per day depending on the region, with higher rates for the more rural areas. There is a higher reimbursement rate for children 2 years or younger. Parents pay the difference between what the provider charges and what the state pays.

ARIZONA

Rates shown are the maximum paid by the state for nine to ten hours of care. Reimbursement rates are adjusted according to the size and income of the subsidized family. Providers may then charge subsidized families the difference between the reimbursement and their standard fee.

CALIFORNIA

California divides its program days into 4 units, and reimburse programs on the basis of units of care provided. For infants the provider bills the state 1.4 units for every standard unit of care provided. The effect is that the provider doesn't actually earn a higher rate, but that the provider accumulates more billable units per day. Rates shown do not apply to JTPA child care. The state pays the providers their usual and customary rate for the care of children of JTPA participants.

COLORADO

The state does not set rates; counties do under state guidelines, which restrict payments to "usual and customary" levels for the county.

CONNECTICUT

The state provides child care directly in its state-run centers, as well as through a purchase of care system. The reimbursement rate for payment of care is $45.00 weekly per child in the purchase of care program.

DELAWARE

In FY85 and FY86, the maximum rate of reimbursment for children under age two is $52.00 per week. The rate for children over age two is $50.00 per week.

FLORIDA

The rates shown on the table are those paid for pre-school children (aged two to five years). A higher rate is paid for infant care, while a lower rate is paid for school-age child care. The school-age child care rate, paid on a weekly basis, is based on a formula including the number of hours that children are in care per week.

HAWAII

There is a higher rate for infant care.

IDAHO

The state sets rates according to the number of children cared for by a provider. The rates shown in the table are those paid to providers caring for three or more children. Providers caring for fewer than three children are paid a lower rate.

ILLINOIS

The state is divided into three regions for the purpose of child care payments. The rates shown in the table are the highest rates for full time pre-school and school-age care. The state also has an infant care rate. (Maximum 16.95/day). The part time rate for school-age is similarly dependent on the region, with the maximum rate of $8.20.

INDIANA

The state pays $12.00 a day for the care of toddlers and $10.00 for the care of preschool children.

IOWA

The state does not have established state reimbursement rates. The amounts shown in the table are averages of what has been paid out. All contracts are initially negotiated with individual providers; thereafter increases are given as a uniform percentage of the initial agreed-upon rate.

KANSAS

The rates shown in the table are those paid for the care of children eighteen months to two-and-a-half years old, In 1986, the state paid $9.00 per day for center-based infant care, $8.77 a day for care of children two-and-a-half to six years of age, and $8.12 for school-age child care. All rates will increase 6.5 percent in FY87. The state also has separate higher rates for protective services and special needs child care.

LOUISIANA

Providers may set different rates for infant care and school-age care, but are limited by the maximum rate shown.

MARYLAND

The rate shown is for pre-school and school-age care.

MASSACHUSETTS

FY85 and FY86 rates shown in the table are average rates calculated by the state, based on what the state has actually paid out. The state's rate-setting commission establishes maximum rates. There is a separate rate for infant and school-age care.

MICHIGAN

The rates shown in the table are maximum rates for child care for two-and-a-half and older. Michigan reimbursed providers caring for infants at a maximum rate of $12.18 a day. The infant rate will also increase by 5 percent in FY87. School-age child care is paid at half the regular rate.

MINNESOTA

Counties negotiate rates with individual providers, and are required to pay up to 110 percent of the county median market rate for center-based care. Counties may choose to pay more than 110 percent of the county median rate up to a maximum of 125 percent. Counties may not set rates at less than 100 percent of the median market rate for center-based care in the county.

MISSISSIPPI

The state pays providers who care for handicapped children $14.00 to $15.00 per day.

MISSOURI

$7.00 per day is the maximum FY85 and FY86 reimbursement rate for income eligible children. $8.00 per day is the maximum for infant care and children in protective services child care.

MONTANA

The rate for special needs children is $11.00. Montana has raised rates by $.50 each year since 1981, however no increase is planned for FY87.

NEBRASKA

All child care centers negotiate contracts individually. Rates shown in the table are based on amounts actually paid out, rather than state-mandated payment levels.

NEVADA

The rate shown is the maximum that a provider can bill the state, and the maximum fee they can charge parents for Title XX child care.

NEW HAMPSHIRE

The rate shown in the table is that paid to providers for the care of children over three years old. The state paid $10.00 a day in FY85 for the care of children under three years old. Although providers did not receive a rate increase in FY86, they were allowed to begin billing the state for absentee days as long as the "absentee bill" is less than 10 percent of the total contract. In FY87 rates will increase from $8.00-$9.00 for three years and older, and from $10.00-$12.00 for three years and younger. However, since no money was added to fund the increase, a supplemented appropriation or a cut in children served will be necessary.

NEW JERSEY

The rates shown are center-based preschool reimbursement rates for full time care.

NEW MEXICO

The rate shown is for full time care. The part time rate (for 5 hours or less of care) is $3.75 per day.

NEW YORK

The figure given is the normal state reimbursement rate, but districts may be reimbursed for higher rates in some cases.

NORTH CAROLINA

The rate shown in the table is the maximum reimbursement rate for providers caring for children two years old and older. The maximum rate for children under two is $230.00 per month for FY85 and FY86. The General Assembly has frozen reimbursement rates for FY86 at FY85 levels pending the completion of a cost of services study by the state Office of Day Care services.

NORTH DAKOTA

Counties negotiate rates according to local market rates. The state reports an average reimbursement of $1.00-$1.25 per hour.

OHIO

Counties set rates, but the rates may not exceed a state maximum.

OKLAHOMA

The rate shown in the table is the rate paid to providers caring for children under five for five days a week. The state pays a lower rate for children over five and a higher rate for those who are in care less than five days a week. Due to declining of revenue for FY87, center rates are expected to be cut back to $8.00 per day and the state will pay only for days of care received (no absences).

OREGON

The rate shown in the table is the rate paid to providers for the care of children thirty-one months to fifteen years. A higher rate is paid for the care of younger children. In addition, the state has a separate rate structure for families with more than one child in care.

PENNSYLVANIA

The FY86 rate is for full day preschool care. The state has separate rates for part day care for preschool children, full time and part time infant/toddler care, school-age care, summer school-age and group care.

RHODE ISLAND

Rates shown are those paid for infant and preschool care. The state pays a lower rate for school-age child care during the year and a higher rate for school-age care in the summer.

SOUTH CAROLINA

Rates for child care provider reimbursement depend upon whether or not the state contracts for care or provides it directly. The lower rate is paid for contracts; the higher rate is paid for care provided directly by the state.

TENNESSEE

Rates shown are based on day care purchased on an individual basis. Contracted day care costs are based on actual cost, with a maximum annual ceiling of $2,850 for nonhandicapped children, $4,750 for handicapped children, and $3,629 for infant care. The rate for part-time, center-based care is $15.00 per week.

<u>TEXAS</u>

Texas has set up its reimbursement plan to take into account not only the age of the child served in the center, but also to account for the ages that the center is prepared to serve. Providers are allowed to charge the state 190 percent of their ususal rate for the care of handicapped children.

<u>UTAH</u>

The rate shown in the table is the maximum for full-day care in a child care center, regardless of the age of the child.

<u>VERMONT</u>

The rate shown is the maximum center-based reimbursement rate for children over two years of age. The state pays an additional $.25 per hour for children under two.

<u>VIRGINIA</u>

The eight regions for service delivery established by the Department of Social Services set their own rates for child care. Rates shown are averages based on rates paid by each locality and have not been weighted to consider total expenditures for each rate.

<u>WASHINGTON</u>

The rates shown in the table are rates paid for the care of children over two-and-a-half years old, a higher rate is paid for the care of younger children. Providers may charge parents for registration and insurance.

<u>WISCONSIN</u>

Counties set maximum reimbursement rates for care according to guidelines established in administrative rule. Rates must be set to ensure that 75 percent of licensed full-time child care slots can be purchased within the maximum rate.

STATE TITLE XX/SOCIAL·SERVICES BLOCK GRANT
FAMILY CHILD CARE PROVIDER REIMBURSEMENT RATES
(Rates shown are maximum daily rates for preschool, except as otherwise noted)

State	FY 1985	FY 1986
ALABAMA	$ 95.00/mo.	$ 95.00/mo.
ALASKA*	14.00-16.46	14.00-16.46
ARIZONA	8.60	9.55
ARKANSAS	.50- 1.10/hr.	.50- 1.10/hr.
CALIFORNIA*	16.77	18.69
COLORADO	8.00-12.00(a)	8.00-12.00(a)
CONNECTICUT	30.00/wk.	30.00/wk.
DELAWARE	35.00/wk.	35.00/wk.
DISTRICT OF COLUMBIA	9.00	9.00
FLORIDA	37.50/wk.	38.50/wk.
GEORGIA	25.00-30.00/wk.	25.00-30.00/wk.
HAWAII	1,079.00/annum	1,200.00/annum
IDAHO	10.00	10.00
ILLINOIS	7.63	9.32
INDIANA	-	7.50-11.48
IOWA	5.00- 9.00(a)	5.00-10.00
KANSAS	6.05(a)	6.48
KENTUCKY	7.00	8.00
LOUISIANA	28.84/wk.	4.69
MAINE	55.00/wk.(a)	56.74/wk.
MARYLAND	6.75	7.00
MASSACHUSETTS	14.11(a)	15.67
MICHIGAN	6.08	6.38
MINNESOTA	counties set rates	
MISSISSIPPI	6.00	6.00
MISSOURI	7.00	7.00
MONTANA*	7.00	8.00
NEBRASKA	6.00(a)	6.00
NEVADA	12.00	15.00
NEW HAMPSHIRE	6.50(a)	6.50
NEW JERSEY	1.00- 1.50/hr.	1.00- 1.50/hr.
NEW MEXICO	6.50	7.50
NEW YORK STATE	-	-
NEW YORK CITY	-	-
NORTH CAROLINA	150.00/mo.	150.00/mo.

State	FY 1985	FY 1986
NORTH DAKOTA	counties set rates	
OHIO	-	16.64
OKLAHOMA	7.00	8.00
OREGON*	200.00/mo.	206.00/mo.
PENNSYLVANIA	9.64	10.03
RHODE ISLAND	25.00/wk.	29.00/wk.
SOUTH CAROLINA	1.98/hr.(b)	1.02/hr.
SOUTH DAKOTA	1.00/hr.(b)	1.00/hr.
TENNESSEE	27.00/wk.(a)	27.50/wk.
TEXAS	6.40	-
UTAH	6.35	6.65
VERMONT	1.06/hr.(a)	1.12/hr.
VIRGINIA	counties set rates	
WASHINGTON	8.61- 9.66	8.89- 9.94
WEST VIRGINIA	4.00- 7.00	4.00- 7.00
WISCONSIN	counties set rates according to market rates	
WYOMING	.70/hr.	.70/hr.

* State uses no federal Title XX/SSBG funds for child care, all funds are state funds.

(a) average rate
(b) absolute rate

Notes: State Title XX/Social Services Block Grant Family Child Care Provider Reimbursement Rates

ALABAMA

$95.00 monthly is the amount the state pays child care providers for full time care, $47.50 is the monthly rate for before and after school care. Until this year, that was the total reimbursement. The state has now instituted a parental fee system that requires parents to pay providers $2.00-$20.00 a week, depending on income. Family day care providers keep these fees in addition to the monthly amount paid by the state.

ALASKA	Alaska pays $14.00-16.46 per day depending on the region, with higher rates in the more rural areas. There is a higher reimbursement rate for children two years or younger. Parents pay the difference between what the provider charges and what the state pays.
ARIZONA	The rate shown on the table is the amount that the state will pay providers for nine to ten hours of care per day. Reimbursement rates are adjusted according to the size and income of the subsidized family.
CALIFORNIA	California divides its program days into 4 units, and reimburses programs on the basis of units of care provided. For infants, the provider bills the state 1.4 units for every standard unit of care provided. The effect is that the provider doesn't actually earn a higher rate, but by caring for infants she/he accumulates more units to bill the state. The rate shown does not apply to JTPA child care. The state pays providers their usual and customary rate for the care of children of JTPA participants.
COLORADO	The state does not set rates; counties do under state guidelines restricting payments to "usual and customary" levels for the counties.
DISTRICT OF COLUMBIA	For before and after school care, the rate is $4.75 per day.
FLORIDA	The rates shown in the table are those paid for pre-school (ages two to five years) children. A lower rate is paid for school-age child care, while a higher rate is paid for infant care. The school-age child care rate, paid on a weekly basis, is based on a formula including the number of hours children are in care per day.
GEORGIA	The rate shown does not include administrative costs.

HAWAII	There is a higher rate for infant care.
IDAHO	The state sets reimbursement rates according to the number of children cared for by a provider. The rate shown is the rate paid to providers caring for two children. Providers caring for only one child are paid $6.00 a day. Those caring for three or more are paid $13.00 a day.
ILLINOIS	The state is divided into three regions, each having a different rate of reimbursement, for the purpose of child care payments. The rate shown in the table is the highest rate for children two years and older. The state also has three higher rates for infant care, corresponding to the region, the maximum rate for infant care is $10.35/day.
INDIANA	The rate shown is for children 2-years-10 years old. The range of reimbursement rates for children 6 weeks to 2 years is $7.50-$9.16 per day. Reimbursement rates are determined for each provider based on actual cost of service delivery.
IOWA	The state does not have established state reimbursement rates. Amounts shown in the table are averages of what has been paid out and projections based on those averages. All contracts are initially negotiated with individual providers; thereafter increases are all given as a uniform percentage of the initial reimbursement rate.
KANSAS	The rate appearing in the table is the rate paid to licensed family day care homes for the care of children over eighteen months of age. The state pays a lower rate to registered family day care homes, and a higher rate for the care of children under eighteen months.
LOUISIANA	Providers may set different rates for infant care and school age care but are limited by the maximum rate shown.

MARYLAND	The rate shown is for preschool and schoolage children. The infant care rate is $8.00 per day and special needs children are $9.00 per day.
MASSACHUSETTS	FY85 and FY86 rates shown in the table are average rates, calculated by the state, based on what the state has actually paid out. The state's rate setting commission establishes a maximum rate. There is a separate rate for infant and schoolage care.
MICHIGAN	If the family day care provider also provides transportation, the rate paid is increased by $3.05 per day per child that receives transportation.
MINNESOTA	Counties negotiate rates with individual providers and are required to pay up to 110% of the county median rate for family day care. Counties may choose to pay more than 110% of the county median rate up to a maximum of 125%.
MISSOURI	The maximum FY85-FY86 rate is $7.00 per day for the care of income-eligible children. The maximum for infant care and children in protective services is $8.00 per day.
MONTANA	Rate shown is for regular family day care. Group day care homes were reimbursed at a rate of $8.00 in FY85, and $8.50 in FY86. The rate for special needs children is $11.00. Montana has raised rates by $.50 each year since 1981, but no increase is planned for FY87.
NEVADA	The rate shown is the maximum that a provider can bill the state, and the maximum fee they can charge parents for Title XX child care.

NEW HAMPSHIRE	The rate shown in the table is the rate paid for children three years of age and older. The state pays $8.00 per day for the care of children under three years of age. Although providers did not receive a rate increase in FY86, they will be allowed to begin billing the state for absentee days as long as the "absentee bill" is less than 10 percent of the total contract.
NEW JERSEY	The maximum rate of $1.50 per hour is paid only for the care of special needs children.
NEW MEXICO	The rate shown is for full time care. The part time rate (for 5 hours or less of care) is $3.75 per day.
NEW YORK	The state does not impose a maximum rate on family day care because such a policy is not seen as an effective cost containment measure.
NORTH CAROLINA	Each county negotiates its own rates, which may not exceed the state mandated maximum.
NORTH DAKOTA	Counties negotiate rates according to local market rates. The state reports an average reimbursement of $1.00-$1.25/hour.
OHIO	The rate shown is the state maximum and probably greatly exceeds rates negotiated at county level and paid to providers.
OKLAHOMA	The rate shown in the table is the rate paid to providers caring for children under age five for five days a week. The state pays a lower rate for children over five years of age, and a higher rate for children who are in care less than five days a week. Due to declining oil revenues, in FY87 all family day care will be paid at the $8/day rate and only for the days the child is actually present. Providers will no longer be permitted to bill the state for days on which children are absent.

OREGON	The rate shown in the table is paid to providers caring for children between thirty-one months and fifteen years of age. A higher rate is paid for the care of younger children. The state also has a separate rate structure for families with more than one child in care.
RHODE ISLAND	Rates shown are those paid for infant and pre-school care. The state pays a lower rate for school-age child care during the school year and a higher rate for school-age care in the summer.
TENNESSEE	Rates shown are based on day care purchased on an individual basis. Contracted day care costs are based on actual costs, with maximum annual ceilings for non-handicapped children of $2,850, $4,740 for handicapped children, and $3,629 for the care of infants. The rate for part-time family day care is $13.75 per week.
UTAH	The rate shown in the table is for full-day care of children over two years of age. A higher rate is paid for infant care.
VERMONT	The rate shown in the table applies to licensed family homes caring for children over two years of age. The state pays $1.00/hour to registered family homes. The rate is increased by $.25 per hour for infant care.
VIRGINIA	Counties set their own rates based on market rates. FY85 averages shown in the table are based on the rates paid by each locality and have not been weighted to consider total expenditures for each rate. No figures available yet for FY86.
WASHINGTON	The rate shown in the table is paid to providers for the care of children over two-and-a-half years of age. A higher rate is paid for the care of younger children. Providers may charge parents for registration and insurance fees.

WISCONSIN

Counties set maximum reimbursement rates for preschool care, infant/toddler care and school-age child care according to guidelines established by the state in the administrative rule process.

STATE-BY-STATE TOTALS OF LICENSED CHILD CARE PROGRAMS - AUGUST 1986

	Child Care Centers(1)		Family Day Care Homes(2)	
State	Total Number	Licensed Capacity	Total Number	Licensed Capacity
ALABAMA	1,000	-	2,700	-
ALASKA	123	6,682	655	3,685
ARIZONA	777	59,366	1,022	4,088
ARKANSAS	1,725	45,665	415	3,350
CALIFORNIA	7,330	372,411	34,023	223,806
COLORADO	871	47,878	5,529	28,284
CONNECTICUT	1,160	50,266	3,300	15,000
DELAWARE	148	8,000	734	3,700
DISTRICT OF COLUMBIA	310	-	350	-
FLORIDA	3,926	262,714	2,527	22,491
GEORGIA	1,551	111,205	6,236	37,416
HAWAII	391	21,453	221	1,018
IDAHO	639	11,517	161	483
ILLINOIS	2,380	115,638	5,023	33,314
INDIANA	551	39,234	1,236	8,913
IOWA	386	36,021	2,207	10,955
KANSAS	934	-	3,465	20,790
KENTUCKY	788	41,657	209	2,352
LOUISIANA	2,650	-	-	-
MAINE	200	6,500	1,100	9,465
MARYLAND	940	39,359	6,500	39,000
MASSACHUSETTS	1,820	69,033	9,291	41,973
MICHIGAN	2,624	98,655	8,938	47,125
MINNESOTA	1,077	38,851	9,685	96,850
MISSISSIPPI	1,170	69,755	-	-
MISSOURI	778	44,262	1,225	11,413
MONTANA	131	4,375	470	2,156
NEBRASKA	287	-	1,992	-
NEVADA	582	-	310	-
NEW HAMPSHIRE	540	22,390	240	-

	Child Care Centers(1)		Family Day Care Homes(2)	
State	Total Number	Licensed Capacity	Total Number	Licensed Capacity
NEW JERSEY	1,800			
NEW MEXICO	356	17,540	278	2,219
NEW YORK (STATE)	1,023	46,652	1,682	8,385
NEW YORK CITY	1,062	70,000	2,016	-
NORTH CAROLINA	2,567	128,524	5,804	29,020
NORTH DAKOTA	53	17,956	1,299	-
OHIO	2,273	111,992	3,700	14,800
OKLAHOMA	1,200	58,104	1,025	5,067
OREGON	481	25,792	3,000	-
PENNSYLVANIA	1,803	88,495	3,388	20,328
RHODE ISLAND	110	-	350	-
SOUTH CAROLINA	1,218	60,780	840	5,040
SOUTH DAKOTA	78	4,010	431	3,143
TENNESSEE	1,460	91,576	336	2,389
TEXAS	6,008	480,032	17,204	77,418
UTAH	180	13,000	1,639	9,834
VERMONT	-	-	581	-
VIRGINIA	799	61,461	1,500	22,045
WASHINGTON	888	-	6,030	-
WEST VIRGINIA	165	-	933	2,898
WISCONSIN	1,227	43,500	2,986	-
WYOMING	128	7,360	500	3,000

1 The definition of a Child Care Center varied. They may serve as few as 5 or more children or as many as 19 or more children.

2 Family Day Care Homes can be licensed, registered, or certified, or some combination of these. They are defined as serving as few as 1-4 children or as many as 5-12 children.

NOTE: Group homes are not included in this listing.

This data was collected by Kathy Modigliani at the National Association for the Education of Young Children.

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ISBN: 938008-55-2